A COMMITMENT

With more than a year to go before the Kentucky legislature convenes, two citizens' groups have launched campaigns—featuring statewide town meetings—to attract grassroots support for new education-reform plans.

See Page 7.

A WARNING

Among the 160 recommendations to reform schools made by a blue-ribbon panel in Iowa is a proposal that would mandate that schools failing to meet minimum standards by 1990 be taken over by the state or consolidated.

See Page 8.

A PRECEDENT

In a case that could affect many Western states, the U.S. Supreme Court heard arguments challenging states' right to direct how counties allocate more than $100 million a year in federal payments in lieu of property taxes.

See Page 12.

EDUCATION WEEK

American Education's Newspaper of Record

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Anti-N.E.A. Groups Spreading Views With Tracts

By Cindy Currence

Up to 5 million copies of an "illustrated narrative" attacking the National Education Association will be distributed in states across the nation before the end of the year, according to the publisher of the booklet, Ronald D. Rankin, a businessman in Coeur d'Alene, Idaho.

Last week, nearly 200,000 copies of the pamphlet were distributed in New Mexico; 194,000 copies were distributed to Idaho homes in early October.

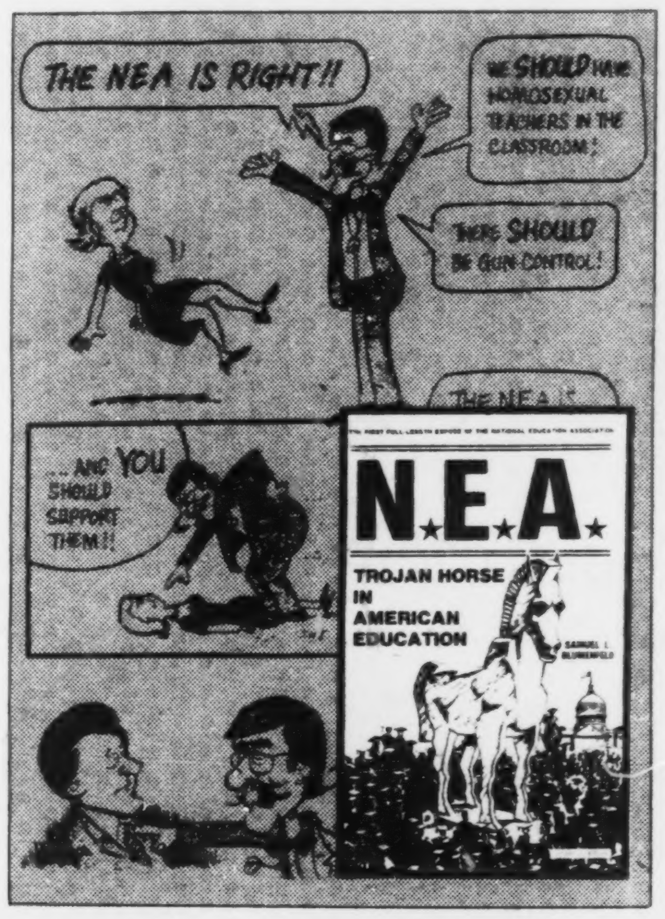
The booklet, written and illustrated in the style of a comic book, portrays an N.E.A. representative as a homosexual and criticizes the teachers' union for its support of gun control, affirmative action for homosexual teachers, and the Equal Rights Amendment.

Recent Attacks

The comic book is only one of several recently released publications attacking the 1.7-million member teachers' organization.

Last month, the National Council for Better Education, a 4,000-member, self-described "anti-N.E.A." organization, distributed 500,000 copies of a book called *N.E.A.: Propaganda Front of the Radical Left.*

"The National Education Association has wrung control of the public schools from parents and local communities and placed it in its own offices. [It] has been waging a campaign of terror against public education and parents' rights to control the lives of their children," the book states.


THE NEA IS RIGHT!!
WE SHOULD HAVE HOMOSEXUAL TEACHERS IN THE CLASSROOM!
THERE SHOULD BE GUN CONTROL!
...AND YOU SHOULD SUPPORT THEM!!
N.E.A.
TROJAN HORSE IN AMERICAN EDUCATION
SAMUEL L. BLUMENFELD

Recently released publications attacking the N.E.A. include a comic book and a "full-length exposé."

In September, a newly established entity in Boise, Idaho, called the Paradigm Company released *N.E.A.: The Trojan Horse in American Education.* The book—written by Samuel L. Blumenfeld, whom the book jacket describes as a former private- and public-school teacher and author—is billed as the "first full-length exposé of the National Education Association" and is the only book Pardigm has published.

Criticism Not 'Unusual'

Such attacks on the organization are not "unusual," according to Mary Hatwood Futrell, president of the N.E.A., but she characterized the recent publications as "especially vicious and erroneous."

"They use scare tactics to try to frighten parents and undermine public education, they grossly distort what the N.E.A. and its members are all about, they print quotations out of context, and they lie about statistics," she said.

Dorothy Massie, a specialist in the human- and civil-rights division at the N.E.A. who monitors conservative political activities, said that attacks on the N.E.A. have increased in recent years in direct proportion to gains in the strength of "far right" groups.

The purpose of the most recently released publications, Ms. Massie maintained, is to discredit the political candidates the N.E.A. supports in the elections this week. The comic book, in particular, is an "election piece," she said.

Aim To 'Discredit'

But according to the publishers of the re-

Continued on Page 16

Secretary Requests 'Powerful' Report On Technology

Group Will Meet 4 Times, Issue Findings Next Fall

By Linda Chion-Kenney

Washington—Secretary of Education Terrel H. Bell has asked his newly appointed "Task Force on Educational Technology" to prepare a report that, like the much-heralded "A Nation at Risk," will convey its message "so powerfully and eloquently that there will be attention paid to it."

In addressing the group at its first meeting last week, the Secretary termed the task force, which he appointed in early September, "the most significant one that we've ever called together." As of late last week, the Education Department had not yet formally announced the formation of the group, a spokesman said.

According to a letter from federal officials to the group's 26 members—who include teachers, superintendents, publishers, and business executives—the task force was formed "to explain the role that public-private sector collaboration might play in helping to improve American education through the use of educational technology."

Noting that there are now 46,000 part-

Continued on Page 17

E.D. Officials at Odds Over Rights Rules Under Chapter 2

By James Hertling

Washington—Officials of the Education Department apparently cannot agree on whether private schools whose students participate in the Chapter 2 block-grants program must comply with all federal civil-rights laws, recent interviews indicate.

Although officials in the department's office for civil rights said last week that private schools involved in the Chapter 2 program must abide by laws barring discrimination on the basis of race, sex, and handicap, the Secretary of Education's special assistant for private education said that the schools are not necessarily bound by all of these civil-rights statutes.

In addition, representatives of the two offices disagreed on whether the department would provide school officials with ad-

Continued on Page 16

Computer, School, Family in Houston: A 'Total Commitment'

By Linda Chion-Kenney

Houston—This year, representatives from Australia, Brazil, Germany, Holland, Japan, Norway, Paris, and Scotland have visited the Houston Independent School District to observe the workings of its department of technology.

The department—which represents perhaps the most comprehensive districtwide commitment to educational technology in the country—has gained that international recognition for its innovative strategies for deploying computers to enhance education.

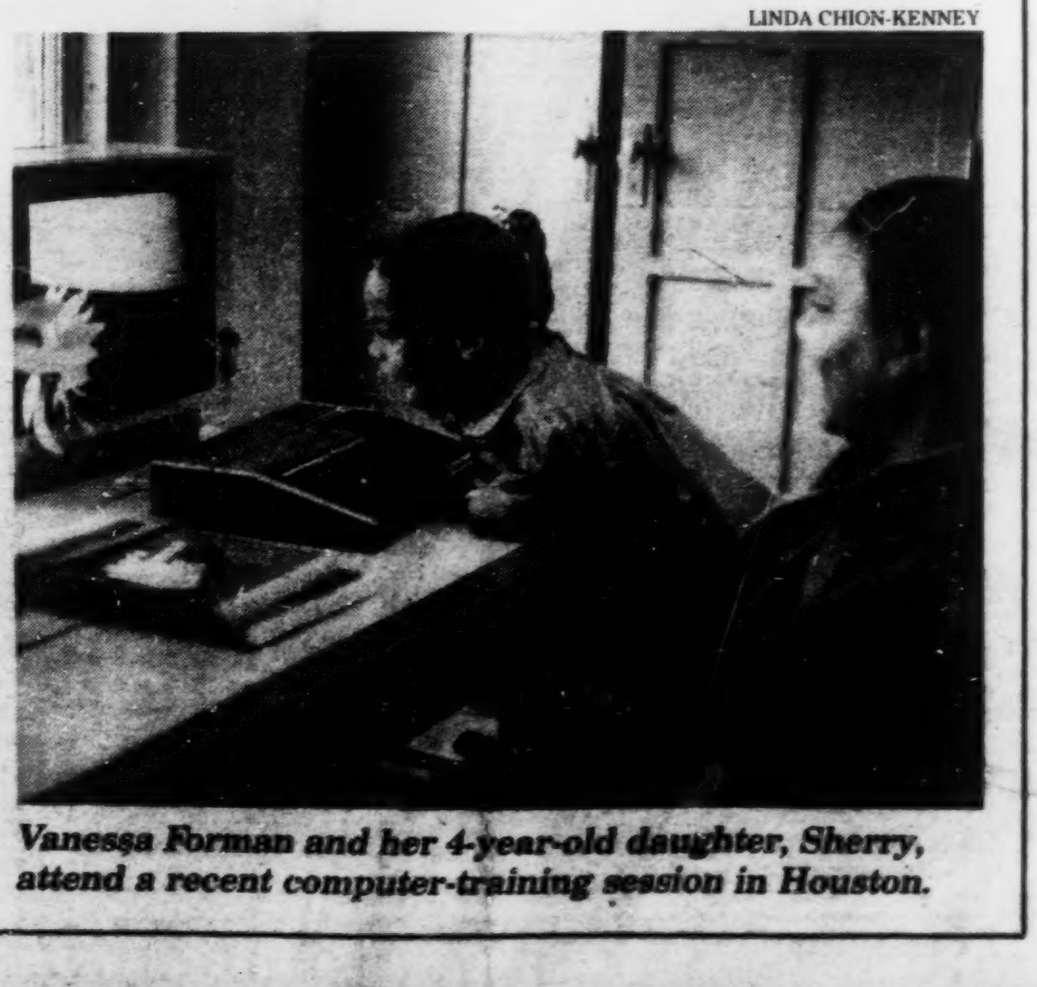
Related stories on pages 10, 11.

When the department opened in January 1982 with a staff of three, there were 280 microcomputers in the city's public schools, officials note. Today, there are close to 5,000 computers in the district's 245 schools.

The technology department's staff, which has grown to 90, is charged with overseeing every aspect of the integration of technology into the schools—from the selection, purchase, and evaluation of hardware and software to the training of teachers, admin-

Continued on Page 11

LINDA CHION-KENNEY



Vanessa Forman and her 4-year-old daughter, Sherry, attend a recent computer-training session in Houston.

IN SUMMARY

In Search of a Curriculum
Educators have challenged the College Board to continue pressing for a secondary-school curriculum that develops students' competencies and their knowledge of specific subjects. **Story on Page 5.**

Caught in the Middle
Publishers say they face difficulties meeting California's new textbook standards without running afoul of other state regulations on "social" content. **Story on Page 6.**

Excellence Versus Equity?
Minority students' potential may not be realized if educators and state leaders fail to consider their special needs in this era of reform, speakers at an E.T.S. conference said. **Story on Page 8.**

Affirmative Action in Indiana
White schoolteachers have asked a federal appeals court to invalidate a part of their collective-bargaining agreement that protects black teachers with less seniority from layoffs. **Story on Page 12.**

Let the Bidding Begin
The National Institute of Education has outlined the two-round competition for sponsorship of its 11 new research and development centers. **Story on Page 13.**

A Thumbs-Up From Business
A coalition of business groups has applauded a new federal vocational-education law, saying it will help school-based job-training programs meet local labor-market needs. **Story on Page 13.**

Help Is on the Way
Five hundred recipients of Education Department grants frozen by a federal judge in Chicago will receive their money this month after more than a year's delay. **Story on Page 13.**

A Boost in the Budget
President Reagan signed a bill reauthorizing the Head Start and Follow Through programs, and is expected to approve $17.6 billion for the Education Department. **Story on Page 13, Databank on Page 14.**

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THE WEEK

FEDERAL

Urban Schools Need More Federal Funds, Reports Assert

Two reports released last week reiterate their sponsors' view that urban schools have suffered disproportionately from education budget cuts and policy changes under the Reagan Administration.

At a press conference last Tuesday, the U. S. Conference of Mayors and the Council of Great City Schools criticized the Administration for neglecting American cities and called for "an increased federal investment in urban children," in the words of the mayors' report.

The mayors outlined 12 education recommendations, which were endorsed at the briefing by the president of the National Education Association, Mary Hatwood Futrell. The $49-billion-worth of proposals in the 421-page report, *A Plan to Rebuild American Cities*, represented the work of a seven-member task force of urban mayors chaired by Mayor Marion S. Barry Jr., of the District of Columbia.

The report calls for increased funding in such federal education programs as compensatory education, special education, and bilingual education, desegregation assistance, and newly authorized mathematics and science programs. It also recommends "a moratorium on budget cuts in federal education programs" and opposes tuition tax credits and education vouchers.

A separate report by the Council of Great City Schools criticizes budget cuts in education but says "the change in distribution" of funds away from big-city schools and the many poor children they serve and towards suburbs and smaller cities "appears to be the most dramatic aspect of the last four years."

The council, composed of 35 of the nation's largest urban school districts, asserted that between fiscal 1980 and fiscal 1984 its member schools' share of federal dollars for elementary and secondary education fell from 14.45 percent of a $7.1 billion total to 14 percent of $7 billion.

The study noted that the federal share of the urban schools' budgets for education and nutrition programs has increased, while its share of job-training and miscellaneous expenditures has decreased.

NATIONAL

Well-Known Lawyer Named To Lead Drive for Gifted

The National Business Consortium for the Gifted and Talented, a nonprofit group sponsored by 67 major corporations, has enlisted the persuasive talents of Melvin Belli Sr., the noted trial lawyer, to head a national campaign to raise $1.5 million to support programs for gifted children.

Noting that such children face "real problems" in developing their abilities, the organization quotes Mr. Belli as saying that "the loss to the nation is enormous and the economic impact is stifling."

"Of the estimated 2.5 million gifted children in the United States," according to the group's lawyer, "more than one-half are never identified and only 1 in 20 ever fulfills their true potential."

A spokesman for the consortium, established in 1980 to promote business involvement in programs for talented students in school systems nationwide, said the funds raised through the effort would be used to expand the group's state and local network of business people actively involved in developing programs for the gifted in local schools.

Girl Scouts Lower Membership Age to 5

The national Girl Scouts organization has lowered its membership age to 5 and has added a new category of membership, in part to respond to changes in children's development and in family structure, officials say.

The Girl Scouts, which were founded in 1912 by Julia Gordon Lowe, have in the last 10 years tested programs for preschool girls, according to a spokesman for the organization. Until now, the youngest scouts have been Brownies, who can join at age 6.

The new category—which is called Daisy Girl Scouts, after Ms. Lowe's nickname, Daisy, and which gears programs to 5-year-olds—was piloted in 70 local councils and found to be successful, the spokesman said.

"Children mature faster than before," she said. "There is greater need for social and group activities that aren't found at school and at home." In addition, she said, the Daisy Girl Scout program will help latchkey children and single-parent families, both of which are on the rise.

The scouting group has begun conducting training programs for local members to become Daisy troop leaders and expects to have most of the volunteers trained soon for the new age level, the spokesman said.

National PTA Seeks Voluntary Ratings For Youth Music

The National Congress of Parents and Teachers (PTA) has asked record companies to voluntarily establish a rating system that would let buyers know when records, tapes, and cassettes have lyrics that could be considered sexually explicit, violent, or vulgar.

At its annual meeting earlier this year, the PTA passed a resolution to send letters to record companies asking for the special labeling. "An unsuspecting public may purchase records, tapes, and cassettes that contain explicit language, sexual references, and inferences to situations not commonly recommended for all age groups," according to the resolution. PTA officials began to mail letters last month.

Elaine Stienkemeyer, national president of the PTA, said the 5.4-million member organization is not trying to censor the music. "It was the feeling of the delegates that the music be labeled for no other purpose but consumer protection," she said. "Parents felt they should know that those kinds of words are on rec-

Asbestos-Claim Deadline Extended

The U. S. Bankruptcy Court for the Southern District of New York has extended to Jan. 31, 1985, the deadline for schools to file a special property-damage claim form against the Manville Corporation. The initial deadline was the end of October. *(See Education Week, Oct. 3, 1984.)* Although U. S. Bankruptcy Judge Burton R. Lifland agreed last month to the extension, requested by the Creditors Committee for Asbestos-Related Property Damage School Claimants, he ruled that he would not approve similar requests in the future.

The Manville Corporation—one of the nation's leading asbestos suppliers—is currently being reorganized in bankruptcy court. Lawyers say that the claim form is the one means that school districts have to attempt to recover the costs of asbestos cleanup and property damage from Manville.

Manville officials mailed a blank form to every elementary and secondary school in the country late this past summer. Completed forms should be returned to the *United Merchants Information Service Inc., P. O. Box 368, Teaneck, N.J. 07666.*

Questions or problems concerning the claims form or the Manville reorganization proceedings should be addressed to the Creditors Committee for Asbestos-Related Property Damage School Claimants at its new toll-free number, (800) 458-4600. Copies of the form can be obtained from the committee or from Manville at (800) 445-4000.

N.I.E. Opens Competition for Sponsorship of 11 Research Centers

$62.5 Million in Grants Over Five Years Expected To Be Awarded by Agency Next September

By Thomas Toch

Washington—The National Institute of Education has opened the competition for sponsorship of its 11 new research and development centers.

Under the terms of the two-round competition outlined by the institute last week, the institute will award three planning grants of up to $15,000 in each of the 11 areas to enable competing institutions to develop their final proposals. Applications for these planning grants are due in January.

Applications for the five-year contracts to operate the centers must be received by the N.I.E. by June 6. The winners of the competition will be announced in September and will be expected to have the centers in place by the end of the year, according to the institute.

Under the terms of the competition, planning grants may be sought by "any public or private organization, institution, agency, or individual." Sponsorship of the centers is open to "any institution of higher education or interstate agency established by compact which operates a subsidiary body established to conduct postsecondary educational research and development."

$62.5 Million in Grants

A total of $62.5 million over five years is expected to be awarded through the competition. According to N.I.E. documents, the centers will focus on these topics:

- *Teacher Education*, to explore research-based reforms of teacher education and staff development.
- *Teacher Quality and Effectiveness*, to study training, performance testing, and other means of attracting and retaining talented teachers.
- *Student Testing, Evaluation, and Standards*, to conduct research on processes of measurement, assessment, and evaluation of teaching and learning.
- *Study of Writing*, to develop the research knowledge needed to improve and expand writing skills and the thinking skills that support them.
- *Study of Learning*, to focus on ways to teach students to become better thinkers, learners, and problem solvers, with particular attention to mathematics and science.
- *Effective Elementary Schools*, to conduct research on the factors in the elementary school and classroom that can significantly raise achievement, particularly among disadvantaged students.
- *Effective Secondary Schools*, to conduct studies on the factors that influence learning in the secondary school, including the relationship between school management and effective instruction.
- *Education and Employment*, to explore education and training alternatives that contribute to lifelong learning and retraining, for both personal development and effective instruction.
- *Postsecondary Management and Governance*, to conduct research on governance, finance, and management, with special attention to the state-level governance of postsecondary systems with multiple campuses.
- *Postsecondary Teaching and Learning*, to conduct research on improving the quality of postsecondary teaching and learning, giving special attention to community, two-year, and liberal-arts colleges.
- *State and Local Policy Development and Leadership in Education*, to study state approaches to national problems, translating the results of such research into improvement strategies for classrooms, resource allocation, and policymaking.

Laboratories Competition

The N.I.E. is also reviewing planning-grant applications from potential sponsors of 10 regional research laboratories and will announce the winners of those grants on Dec. 4.

Full proposals for the laboratories competition will be due in the spring and the winners will be announced in June, according to N.I.E. officials.

The research laboratories identify and help solve regional education problems, while the centers focus on education topics of national significance. Together, the laboratories and centers form the core of a nationwide research system in education.

The federal government, through the N.I.E., has supported the laboratories and centers since the mid-1960's. There had been no change in the sponsorship of the research organizations until 1981, when the Congress, at the urging of the Reagan Administration, ordered the Secretary of Education to open up the process to competitive bidding.

As part of that process, Secretary Terrel H. Bell reshaped the missions of many of the centers and re-drew several boundary lines for the regions served by the laboratories.

The centers on state and local policy development, teacher quality and effectiveness, writing, postsecondary teaching and learning, effective secondary schools, and effective elementary schools will focus on topics not specifically covered by existing centers, N.I.E. officials said.

Four other N.I.E.-sponsored research centers are on a different competitive schedule. They include the Institute for Research on Teaching, the Center for the Study of Reading, the Educational Technology Center, and the National Center for Bilingual Research.

According to N.I.E., each of the research centers "is expected to exercise leadership in its mission area" and "to attract the sustained attention of the best researchers to educational problems."

An N.I.E. official familiar with the laboratories and centers competitions said last week that there is likely to be stiff competition for the sponsorship of many of the centers. In particular, he noted that the centers on education and employment; testing; state and local policy development; and teaching "have gotten quite a bit of attention" from prospective sponsors.

"We are also seeing quite a bit of collaboration among groups of potential sponsors," the official said. "In many cases, two or three universities are combining their staffs rather than entering individually. We're quite pleased with what we've seen so far. There are some good proposals on the labs side and the signs are promising for the centers competition."

For information, contact Raymond F. Wormwood, contract and grants management, National Institute of Education, 1200 19th St., N. W., Washington, D. C. 20208; (202) 254-5080.

Business Coalition Applauds New Voc.-Ed. Law

Employers Pleased With Their Say in Training

By Tom Mirga

Washington—A national coalition of business groups representing more than 250,000 employers applauded a new federal vocational-education law last week, saying that it would improve the ability of school-based job-training programs to meet the needs of local labor markets.

The Carl D. Perkins Vocational Education Act—named for the late chairman of the House Education and Labor Committee and signed by President Reagan on Oct. 19—will give employers the opportunity "to assist educators in their task of modernizing curricula for rapidly changing technologies and to help design programs that equip students for actual job needs," William H. Kohlberg, president of the National Alliance of Business, said at a press conference here. "We in the business community are very pleased with the outcome."

Business Participation

Mr. Kohlberg and other representatives of the Business Working Group on Human Resources, the coalition that sponsored the press conference, said they were particularly pleased by three provisions relating to business participation that were added to the $900-million reauthorization bill.

The first provision requires that a majority of the members of state councils on vocational education created under the act be drawn from the ranks of business. The business leaders on the councils, which help state education officials develop plans for spending the federal dollars, "will provide guidance to educators on the states' labor-market needs and the capacity of schools to meet those needs," the coalition said in a prepared statement.

A second provision of the act requires state boards of education and encourages the National Council on Vocational Education to establish "technical committees" composed of business and labor leaders. The state committees, the coalition said, are to develop information on specific skills and competencies needed for workers to enter and progress in several occupational areas in each state. The national committees are to define similar skills and competencies for workers in a variety of industries.

The third provision of the new law cited by the business coalition authorizes joint industry-education programs for training in high-technology occupations. According to the coalition, companies that participate in the programs will be required to provide 25 percent of their cost, in either cash or in-kind contributions.

Coordination With J.T.P.A.

The business group also said it was pleased with a fourth provision of the law requiring states to coordinate their school-based vocational-education programs with training programs created under the federal Job Training Partnership Act, which replaced the Comprehensive Employment and Training Act (CETA) two years ago.

Among other things, this provision requires state officials to synchronize vocational-education and J.T.P.A. planning cycles; to ensure cross-membership on J.T.P.A. and vocational-education state councils; and to ensure that state vocational-education plans are submitted to the J.T.P.A. councils for review and comment.

'Control Where It Belongs'

"As a representative of industry, I was delighted that this bill finally passed," said W. E. Hardman, president of the National Tooling and Machining Association. "This law puts control over vocational education where it belongs—in the hands of people with jobs."

"There is a preponderance of evidence that most American workers are functioning far below their capacity," Mr. Hardman continued. "One of the primary reasons is inadequate training and education. It is also equally evident that human-resource management will be one of the critical keys to increasing American productivity. Human-resource management, simply translated, means better training and education."

According to Nathaniel M. Semple, a vice president of the Council for Economic Development (a business-related research and educational organization), "several major business organizations worked for the passage of this measure, and that's something that probably couldn't have happened six or seven years ago."

"I think that fact reflects the growing understanding that business needs to be involved in education," Mr. Semple continued. "It shows business's desire to put its best thinking into education. I applaud the Congress's willingness to bring business into the process."

President Signs Reauthorization Bill

Washington—President Reagan last week signed the reauthorization for Head Start and Follow Through programs, a bill that included more than $200 million in new education initiatives. *(See Education Week, Oct. 17, 1984.)*

He has until Nov. 9 to sign the $17.6-billion fiscal 1985 appropriations bill for the Education Department.

Until the appropriations bill, H R 6028, is signed, the department is being funded through an omnibus bill that the President signed last month after the Congress adjourned.

The new education measures authorized in the Head Start bill, S 2565, include: $6 million toward the construction of a Center for Excellence in Education at Indiana University in Bloomington; a $96-million program to finance college scholarships for prospective teachers and to provide for fellowships for current teachers; a $24-million program of federal merit scholarships; and $100 million for states to help train school administrators.

Head Start is authorized at $1 billion for the current fiscal year and $1.2 billion in fiscal 1986; and Follow Through, at $10 million and $7.5 million, respectively.

The bill also authorized $40 million over the next two fiscal years for states to develop programs for latchkey children.

Also on Oct. 30, the President "pocket-vetoed" a $225-million bill to create an American Conservation Corps. The measure would have created full-time and summer jobs for youths in national parks and on Indian lands. —J.H.

Bell 'Unfreezes' Long-Delayed Grants

Washington—After waiting for more than a year, 500 recipients of Education Department grants that were frozen by a federal judge will receive their money within the next two or three weeks, according to Sally H. Christensen, budget director for the department.

The department will use $58.5-million in newly approved fiscal 1985 funds to replace the fiscal 1984 funds that remain tied up under an order by U. S. District Judge Milton I. Shadur.

Judge Shadur first ordered the money frozen in June 1983 because of the federal government's refusal to pay a major share of the cost of a desegregation plan for the Chicago public schools. *(See Education Week, Oct. 31, 1984.)*

Judge Shadur's ruling was reversed by the U. S. Court of Appeals for the Seventh Circuit on Sept. 26, but the funds remain frozen pending the city's further appeal.

Under a plan initiated by Secretary of Education Terrel H. Bell two weeks ago—and approved by the Office of Management and Budget last week—"we're basically borrowing 1985 dollars for 1984 programs until 1984 money is freed up," Ms. Christensen explained.

The fiscal 1984 funds that are frozen include $17 million in the Secretary's discretionary fund and $41.5-million in funds for Title IV desegregation assistance, Follow Through, territorial teacher training, women's educational equity, and the Virgin Islands Aid program.

According to Michael Alves in the Massachusetts Desegregation Assistance Office, which is due to receive about $600,000, contingency funding on which many of the programs have survived for the past year was due to expire this month for many grantees. —J.H.

104 Math and Science Teachers Receive Presidential Accolade

By Lynn Olson

WASHINGTON—Mathematics and science educators from around the nation gathered here last month to be honored for their effective and creative teaching.

The 104 winners of 1984 Presidential Awards for Excellence in Science and Mathematics Teaching represented each of the 50 states, the District of Columbia, and Puerto Rico. They were chosen from among thousands of nominees through a search conducted by the National Science Foundation in coordination with the Education Department and a consortium of scientific and professional societies and organizations representing science and mathematics teachers. The project is managed by the National Science Teachers Association.

The candidates, who had to have a minimum of five years' experience teaching in mathematics or science, and who had to be employed at least half time, were "judged on their creativity in the classroom, their effect on students, and their professional goals and activities," according to the N.S.F.

Source of Encouragement

"It's encouraged me to continue to put my very best into teaching," said Doris W. Hawkins, a biology teacher from White Station High School in Memphis, Tenn., who won that state's science award. "It also reinforces my conception of teaching as being one of the most important occupations that an individual could have. It's one where you can really see the results of your teaching from day to day."

The excellence awards were established by the Congress last year. One science and one mathematics teacher are selected from each state, the District of Columbia, and Puerto Rico. The teacher's school receives a $5,000 grant from the N.S.F. to be used under the teacher's supervision to supplement the school's science and mathematics program.

In addition, the private sector contributed more than $800,000 in financial and in-kind gifts for the 1984 awards. Apple Inc., the International Business Machines Corporation, Commodore, and Tandy-Radio Shack, for example, jointly contributed a microcomputer package to each teacher's school.

Just as important as the financial and material rewards are the psychic boosts that the awards provide for teachers, said John M. Fowler, the project's director. Mr. Fowler predicted that "these teachers will float out of town on a cloud."

"We feel honored," said Thomas R. Bross, a physics and pre-calculus teacher from Moravian Academy in Bethlehem, Pa., who won the science award for his state. "It gives some prestige to high-school science, which is needed in view of some of the damaging publicity that has come our way in the last year."

He added: "Programs like this give a high-school teacher some incentive to continue, to perfect his own lectures, to become involved in professional organizations, and to have a chance to rub elbows with other good teachers in science and mathematics."

The winners said they emphasized creative approaches to science and mathematics education, high standards, and hands-on experience for students.

Juliana Texley teaches biology and earth- and space-science at Richmond (Mich.) High School. She described how she had designed an interdisciplinary program of science, research, and writing skills for second-year science students that she taught with an English teacher from her school.

"It was so revolutionary that we couldn't find any model for it," she said.

Reginald Waddoups, who teaches junior-high school mathematics and introductory computer courses at Kamiakin Junior High School in Kirkland, Wash., described a state-level mathematics contest that he helped develop for middle-school and junior-high-school students and a science and mathematics fair that junior-high-school students run for children at the elementary level.

Mr. Bross built a walk-in pinhole camera for his students and a large lazy susan on which students sit and hold out a pair of dumbbells at arm's length. As the students bring the dumbbells closer to their bodies, the circular tray rotates faster and faster, demonstrating the "conservation of angular momentum," he said.

"I like to transmit enthusiasm to the students," Mr. Bross explained, "and if they haven't experienced something I'm talking about, I try to demonstrate it."

He said he spent part of last summer co-leading a college workshop in which high-school teachers developed a curriculum for using the microcomputer as a laboratory instrument to measure light intensity, motion, and temperature, and to put instantaneous time graphs on the screen.

Mr. Bross said that he hoped the N.S.F. and others would fund more summer workshops and seminars for high-school teachers. "It's one of the only opportunities that high-school teachers have to do research and not be interrupted by study halls and that kind of thing," he said. "It's a way to continue to promote high ideals in the teaching of science in high school."

The following teachers were cited by the awards program:

Alabama: Jane D. Nall, science, Escambia County High School, Atmore; Wanda M. Motes, mathematics, Enterprise High School, Enterprise.

Alaska: Deborah Pomeroy, science, West Valley High School, Fairbanks; James A. Seitz, mathematics, Romig Junior High School, Anchorage.

Arizona: Wayne Williams, science, Corona Del Sol High School, Tempe; Sherry Baca, mathematics, Granite Mountain Junior High School, Prescott.

Arkansas: William A. Merrifield, science, Fayetteville Senior High School, Fayetteville; Linda F. Shibley, mathematics, Southeast Middle School, Pine Bluff.

California: Alfred W. Guenther, science, Stephen M. White Junior High School, Carson; Lyle Fisher, mathematics, Redwood High School, Larkspur.

Colorado: Marie Z. Sullivan, science, Sabin Junior High School, Colorado Springs; Christine J. Comins, mathematics, Pueblo County High School, Pueblo.

Connecticut: Joel W. Block, science, Brien McMahon High School, Norwalk; John C. De Meo, mathematics, Coginchaug Regional High School, Durham.

Delaware: Harry J. Dillner, science, Christiana High School, Newark; Harry

Continued on Page 15

DATABANK

U.S. Education Budget

The President is expected to approve this week a record $17.6-billion appropriations bill for the Education Department. The bill, H R 6028, contains $2.1 billion more than the Administration had requested and $2.2 billion more than was appropriated in fiscal 1984. The department budget is about $17.9 billion—which includes the regular Congressional appropriation plus $250 million to account for a shortfall in Pell Grant funds in FY 1983.

(IN THOUSANDS)

		FY 1985			
	FY 1984 Enacted	President's Request	House Bill	Senate Bill	Conference
COMPENSATORY EDUCATION FOR THE DISADVANTAGED					
Grants for the Disadvantaged (Chapter 1):					
Grants to local education agencies	$3,003,680	$3,034,519	$3,200,294	$3,200,000	$3,200,000
State agency programs:					
Migrants	258,024	229,626	258,024	271,024	264,524
Handicapped	146,520	146,520	146,520	153,820	150,170
Neglected and delinquent	32,616	32,616	32,616	32,616	32,616
State administration	34,414	30,973	36,800	34,414	35,607
Evaluation and studies	4,746	5,746	5,746	4,746	5,246
Total, Chapter 1	**3,480,000**	**3,480,000**	**3,680,000**	**3,696,620**	**3,688,163**
Migrant education:					
High School equivalency program	6,300	—	6,300	6,300	6,300
College assistance migrant program	1,950	—	1,200	1,200	1,200
Total, migrant education	**8,250**	**—**	**7,500**	**7,500**	**7,500**
TOTAL, compensatory education programs	**3,488,250**	**3,480,000**	**3,687,500**	**3,704,120**	**3,695,663**
IMPACT AID					
Maintenance and operations:					
Payments for 'a' children	457,500	476,630	—	565,000	513,000
Payments for 'b' children	77,500	—	—	78,000	130,000
Special provisions	20,000	20,000	—	22,000	22,000
Disaster assistance	25,000	10,000	—	10,000	10,000
Construction	20,000	—	—	20,000	20,000
TOTAL, impact aid	**600,000**	**506,630**	**—** [1]	**695,000**	**695,000**
SPECIAL PROGRAMS					
Improving School Programs (Chapter 2):					
State block grants	450,655	685,655	638,179	500,000	500,000
Secretary's discretionary fund:					
Inexpensive book distribution	6,500	6,500	7,000	6,825	7,000
Arts in education	2,125	2,125	3,500	2,814	3,157
Alcohol and drug abuse education	2,850	3,000	3,000	3,000	3,000
Law-related education	1,000	—	2,000	1,000	2,000
Other discretionary funds	16,290	31,599	25,200	18,270	16,752
Subtotal, Secretary's discretionary fund	**28,765**	**43,224**	**40,700**	**31,909**	**31,909**
Total, Chapter 2	**479,420**	**728,879**	**678,879**	**531,909**	**531,909**
Other Special Programs:					
Science and Mathemathics Education:					
State grants	—	—	—	180,000	90,000
Secretary's discretionary fund	—	—	—	20,000	10,000
Excellence in education	—	—	—	10,000	5,000
Magnet Schools	—	—	—	75,000	75,000
Women's educational equity	5,760	—	5,760	6,000	6,000
Training and advisory services (Civil Rights IVA)	24,000	—	24,000	25,200	24,000
Follow through	14,767	—	—	—	10,000 [2]
Chicago desegregation activities	— [3]	—	—	—	—
Territorial teacher-training assistance	1,000	—	1,000	2,000	2,000
General assistance for the Virgin Islands	1,920	—	1,920	2,700	2,700
Ellender fellowships	1,500	—	2,000	1,500	1,500
TOTAL, special programs	**528,367**	**778,879**	**713,559**	**854,309**	**758,109**
INDIAN EDUCATION					
Payments to local educational agencies and non-LEAs	50,900	51,350	51,350	51,350	51,350
Special projects for Indian students	12,000	12,000	12,000	12,000	12,000
Special projects for Indian adults	3,000	3,000	3,000	3,000	3,000
Program administration:					
Salaries and expenses	2,700	2,200	2,200	2,200	2,200
National advisory council	180	230	230	230	230
TOTAL, Indian education	**68,780**	**68,780**	**68,780**	**68,780**	**68,760**
BILINGUAL EDUCATION					
Grants to school districts	89,567	100,459	98,000	100,459	99,230
Training grants	32,610	25,000	29,000	28,000	28,500
Support services	13,502 [4]	10,100	12,970	10,100	11,535
Vocational training	3,686	3,686	3,686	3,686	3,686
Emergency immigrant education	30,000	—	—	—	30,000 [2]
TOTAL, bilingual education	**169,365**	**139,245**	**143,656**	**142,245**	**172,951**
EDUCATION FOR THE HANDICAPPED					
Education for the handicapped:					
State assistance:					
State grant program	1,068,875	1,068,875	1,125,000	1,135,145	1,135,145
Preschool incentive grants	26,330	26,330	29,330	28,000	29,000
Special purpose funds:					
Deaf-blind centers	15,000	12,000	15,000	15,000	15,000
Severely handicapped projects	4,000	4,000	4,000	4,300	4,300
Early childhood education	21,100	21,100	21,100	22,500	22,500
Secondary and transitional services	6,000	6,000	6,000	6,330	6,330

(IN THOUSANDS)

		FY 1985			
	FY 1984 Enacted	President's Request	House Bill	Senate Bill	Conference
Postsecondary programs	5,000	5,000	5,000	5,300	5,300
Innovation and development	15,000	12,000	15,000	16,000	16,000
Media services and captioned films	14,000	14,000	14,000	16,500	16,500
Regional resource centers	5,700	4,500	4,500	6,000	6,000
Recruitment and information	1,000	1,000	1,000	1,050	1,025
Special education personnel development	55,540	37,640	55,540	61,000	61,000
Special studies	3,100[5]	2,000	3,070	3,270	3,170
TOTAL, education for the handicapped	**1,240,645**	**1,214,445**	**1,298,540**	**1,320,395**	**1,321,270**
REHABILITATION SERVICES AND HANDICAPPED RESEARCH					
Rehabilitative services:					
Basic state grants	1,037,800	1,003,900	1,092,800	1,117,500	1,100,000
Special purpose funds:					
Client assistance	6,000	—	5,100	6,300	6,300
Service projects	27,900	27,500	31,300	32,265	32,800
Independent living	19,400	21,000	22,000	27,000	27,000
Training	22,000	5,000	20,000	24,000	22,000
Helen Keller National Center for Deaf Blind Youth and Adults	4,000	3,700	4,200	4,200	4,200
National Institute for Handicapped Research	36,000	30,060	38,000	40,000	39,000
Evaluation	2,000	500	2,000	2,000	2,000
TOTAL, rehabilitation services	**1,155,100**	**1,091,660**	**1,215,400**	**1,253,265**	**1,233,300**
VOCATIONAL AND ADULT EDUCATION					
Consolidated (Block) Grant	—	731,314	—	—	—
Vocational education:					
State grants and innovative programs:					
Basic grants	566,969	—	566,969	566,969	566,969
Program improvement and supportive services	99,590	—	99,590	99,590	99,590
Programs of national significance	8,178	—	8,178	8,178	8,178
Special programs for the disadvantaged	14,356	—	14,356	14,356	14,356
Consumer and homemaking education	31,633	—	31,633	31,633	31,633
State advisory councils	7,000	—	7,000	7,000	7,000
State planning	3,588	—	3,588	3,588	3,588
Permanent appropriation	7,161	7,161	7,148	7,148	7,148
Subtotal, vocational education	**738,475**	**738,475**	**738,462**	**738,462**	**738,462**
Adult education	100,000	100,000	100,000	100,000	100,000
TOTAL	**838,475**	**838,475**	**838,462**	**838,462**	**838,462**
STUDENT FINANCIAL ASSISTANCE					
Pell grants:					
Academic program	2,800,000	2,800,000	3,400,000	3,225,000	3,325,000
Shortfall	—	—	353,000	—	250,000
Subtotal, Pell Grants	**2,800,000**	**2,800,000**	**3,753,000**	**3,225,000**	**3,575,000**
Supplemental opportunity grants	375,000[6]	—[7]	425,000	400,000	412,500
Work study	555,000[6]	850,000[7]	600,000	585,000	592,500
Direct loans:					
Capital	161,060	—	200,000	180,000	190,000
Cancellations	19,800	4,000	25,000	25,000	25,000
Subtotal, direct loans	**180,860**	**4,000**	**225,000**	**205,000**	**215,000**
State student incentive grants	76,000	—	76,000	76,000	76,000
TOTAL, student financial assistance	**3,986,860**	**3,654,000**	**5,079,000**	**4,491,000**	**4,871,000**
GUARANTEED STUDENT LOANS					
Guaranteed student loan program	2,256,500[8]	2,840,677[9]	3,046,000	3,079,477	3,079,477
EDUCATIONAL RESEARCH AND STATISTICS					
National Institute of Education	48,231	54,231	54,231	48,231	51,231
National Center for Educational Statistics	8,747	8,747	8,747	8,747	8,747
TOTAL	**56,978**	**62,978**	**62,978**	**56,978**	**56,978**
LIBRARIES					
Public library services	65,000	—	65,000	75,000	75,000
Interlibrary cooperation	15,000	—	15,000	18,000	18,000
Training and demonstrations:					
Library career training	640	—	640	—	—
Library research and demonstrations	240	—	240	—	—
Research libraries	6,000	—	6,000	6,000	6,000
Public library construction	—	—	—	50,000	25,000
TOTAL	**86,880**	**—**	**86,880**	**150,000**	**125,000**
DEPARTMENTAL MANAGEMENT					
Salaries and Expenses:					
Program administration	230,000[10]	243,505[11]	241,075	241,500	241,075
Office for Civil Rights	44,396[12]	42,633	42,633	45,000	45,000
Office of the Inspector General	14,961	15,312	15,312	15,312	15,312
Education and Research Overseas:					
Rehabilitation research	—	—	—	—	—
Education activities overseas	1,333	—	—	—	—
TOTAL, departmental management	**290,490**	**301,450**	**299,020**	**301,812**	**301,387**
TOTAL, EDUCATION DEPARTMENT*	**15,440,612**	**15,484,959**	**17,267,200**	**17,671,092**	**17,967,494**

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[1] Deferred pending reauthorization.

[2] Included in the Fifth Continuing Resolution, H.J. Res. 648.

[3] $20,000,000 from unobligated balances in the Guaranteed Student Loan account are available for this activity. This is not new budget authority, and therefore is not included in the total for this account.

[4] Adjusted for comparability. Excludes $182,000,000 for the National Advisory Council and data processing services, which are transferred to salaries and expenses program administration in 1985.

[5] Adjusted for comparability. Excludes $30,000 for data processing services, which are transferred to salaries and expenses program administration in 1985.

[6] Adjusted for comparability. Includes $5,000,000 appropriated under Higher Education.

[7] Authority is requested to allow institutions to transfer up to 50 percent of their Work-Study allocation to the Supplemental Grant program.

[8] Adjusted for comparability. Excludes $1,260,000 for student-loan collectors, which are transferred to salaries and expenses program administration in 1985.

[9] The amount shown does not include $1,105,817,000 added during the Mid-session Review in August 1984.

[10] Adjusted for comparability. Includes $1,472,000 for activities transferred to salaries and expenses program administration in 1985 from Bilingual Education, Education for the Handicapped, and Guaranteed Student Loans. The amount includes $1,260,000 for student-loan collectors, $95,000 for data processing services, and $117,000 for advisory councils.

[11] Does not include funds for the National Council on the Handicapped, which became an independent agency in 1984.

[12] Excludes $5,000,000 transferred to Howard University by the Second Supplemental, P.L. 98-396.

* Note: Because some higher-education and other Education Department programs have been omitted, totals do not exactly reflect the line items in this table.

Source: Education Department.

Math, Science Teachers Win Awards

Continued from Page 14

Kutch, mathematics, William Penn High School, New Castle.

District of Columbia: Kathleen Sweeney-Hammond, science, The Maret School, Washington; Ethel Cobb Henderson, mathematics, Banneker High School, Washington.

Florida: Angie L. Matamoros, science, Coral Springs High School, Coral Springs; Marita H. Eng, mathematics, Sandalwood Junior-Senior High School, Jacksonville.

Georgia: Annie Laura Pace, science, Cedar Shoals High School, Athens; Raymond L. Lamb, mathematics, Northside High School, Atlanta.

Hawaii: Iris H. Shinseki, science, Aiea High School, Aiea; Reverie N. Suzuki, mathematics, Iolani School, Honolulu.

Idaho: Joanne Tegan Thompson, science, Capital High School, Boise; Jerry Helgeson, mathematics, Meridian Senior High School, Meridian.

Illinois: George S. Zahrobsky, science, Glenbard West High School, Glen Ellyn; Cathy J. Cook, mathematics, Margaret Mead Junior High School, Elk Grove.

Indiana: Nevin E. Longenecker, science, John Adams High School, South Bend; Martha E. Hegg, mathematics, Elston High School, Michigan City.

Iowa: Kenneth A. Hartman, science, Ames Senior High School, Ames; Karen A. Dotseth, mathematics, Cedar Falls Senior High School, Cedar Falls.

Kansas: Kenneth J. Bingman, science, Shawnee Mission West High School, Shawnee Mission; Beverly W. Nichols, mathematics, Shawnee Mission Northwest High School, Shawnee.

Kentucky: Jane Scott Sisk, science, Calloway County High School, Murray; Thomas Richard Mowery, mathematics, Southern Junior High School, Lexington.

Louisiana: Gary L. Stringer, science, West Monroe High School, Ouachita High School, Ouachita Parish Gifted Program, Monroe; Barbara I. Stott, mathematics, Riverdale High School, Jefferson.

Maine: Jane Abbott, science, Waterville High School, Waterville; Andrew W. Williamson 3rd, mathematics, Lincoln Academy, Newcastle.

Maryland: Paul H. Hummer Jr., science, Middletown High School, Middletown; Carvel LaCurts, mathematics, Pocomoke High School, Pocomoke City.

Massachusetts: Joreen Valerie Piotrowski, science, Newman Middle School, Needham; Martin J. Badoian, mathematics, Canton High School, Canton.

Michigan: Juliana Texley, science, Richmond High School, Richmond; Timothy Vail Craine, mathematics, Renaissance High School, Detroit.

Minnesota: Daniel D. Danielsen, science, The Blake School, Minneapolis; Richard A. Hanson, mathematics, Burnsville Senior High School, Burnsville.

Mississippi: Della M. McCaughan, science, Biloxi High School; Mary Kathryn McMullan Sims, mathematics, Bay Springs High School, Bay Springs.

Missouri: Frank S. Quiring, science, Clayton High School, Clayton; Donnie W. Priest, mathematics, Rolla Senior High School, Rolla.

Montana: Jim Cusker, science, Sentinel High School, Missoula; James Williamson, mathematics, Columbus Junior-Senior High School, Columbus.

Nebraska: Ronald James Cisar, science, Lewis and Clark Junior High School, Omaha; Alvin A. Gloor, mathematics, Westside High School, Omaha.

Nevada: Virgil A. Sestini, science, Bonanza High School, Las Vegas; Jennifer Jo Salls, mathematics, Robert McQueen High School, Reno.

New Hampshire: Rodney F. Mansfield, science, Merrimack High School, Merrimack; Timothy Howell, mathematics, St. Paul's School, Concord.

New Jersey: Dorothea Allen, science, Boonton High School, Boonton; Jane B. Kennedy, mathematics, Morris Knolls High School, Denville.

New Mexico: Brother Joseph Matthew Walsh, science, St. Michael's High School, Santa Fe; David Dee Archer, mathematics, Roswell High School, Roswell.

Polly Anna Philips Harris, of Knoxville, Tenn., won her state's mathematics award.

New York: Chirakkal Variyam Krishnan, science, East Islip High School, Islip Terrace; Mark E. Saul, mathematics, Bronx High School of Science, Bronx.

North Carolina: Lucille H. Daniel, science, Rutherfordton-Spindale High School, Rutherfordton; David Lewis Darragh Green, mathematics, Charles Edward Jordan High School, Durham.

North Dakota: John T. Hobbs, science, Fordville Public School, Fordville; Leland Sabby, mathematics, Valley City High School, Valley City.

Ohio: Clifford L. Schrader, science, Dover High School, Dover; Rudd Adams Crawford Jr., mathematics, Oberlin High School, Oberlin.

Oklahoma: Otis Autry, science, Booker T. Washington High School, Tulsa; David Lee Drennan, mathematics, Norman High School, Norman.

Oregon: Richard F. Duncan Jr., science, Whitford Junior High School, Beaverton; Scott D. McFadden, mathematics, Sheldon High School, Eugene.

Pennsylvania: Thomas R. Bross, science, Moravian Academy, Bethlehem; Barry L. Kauffman, mathematics, Penn Manor School District, Millersville.

Rhode Island: Leslie Ferry Bettencourt, science, Lincoln Senior High School, Lincoln; Sue Himelick Fisher, mathematics, South Kingstown High School, Wakefield.

South Carolina: Elizabeth M. Reagan, science, J. L. Mann High School, Greenville; Alexia B. Latimer, mathematics, Eastside High School, Taylors.

South Dakota: Marvin D. Selnes, science, Patrick Henry Junior High School, Sioux Falls; Rochelle VonEye, mathematics, Plankinton High School, Plankinton.

Tennessee: Doris W. Hawkins, science, Overton High School, Memphis; Polly Anna Philips Harris, mathematics, Bearden High School, Knoxville.

Texas: Linda J. Oldham, science, Stratford High School, Houston; Marjorie Valentine, mathematics, John Jay High School, San Antonio.

Utah: M. Russell Hunt Jr., science, Davis High School, Kaysville; Jolene M. Morris, mathematics, Bennion Junior High School, Bennion.

Vermont: Elizabeth Ann Carvellas, science, Colchester High School, Colchester; M. Marklyn Trainor, mathematics, Rutland High School, Rutland.

Virginia: Betty Wade Jones, science, N. B. Clements Junior High School, Prince George; Barbara Day Bass, mathematics, St. Catherine's School, Richmond.

Washington: Jack Dombrosky, science, Clover Park High School, Tacoma; Reg Waddoups, mathematics, Kamiakin Junior High School, Kirkland.

West Virginia: James Attison McClanahan, science, Poca High School, Poca; Dorothy Dale Williamson, mathematics, St. Albans High School, St. Albans.

Wisconsin: Marilyn F. Hanson, science, James Madison Memorial High School, Madison; LeRoy C. Dalton, mathematics, Wauwatosa West High School, Wauwatosa.

Wyoming: Elizabeth A. Horsch, science, Kelly Walsh High School, Casper; Judy Adams, mathematics, Laramie Junior High School, Laramie.

Puerto Rico: Federico Aponte Acaron, science, John F. Kennedy High School, Santa Isabel; Luz P. Gonzalez Rivera, mathematics, Ana Roque High School, Humacao.

BEGINNING ON PAGE 17: THE NEW FORUM SECTION

RECOMMENDATIONS

A blue-ribbon commission in Oklahoma has proposed a dramatic restructuring of state governance; it has also suggested that students spend more time in school and that the state increase funding for per-pupil aid and teachers' salaries.

See Page 5.

ELECTIONS

Despite the President's landslide victory, political observers conclude that education is likely to win continued support in the Congress and that the Administration will renew its efforts to pass tuition-tax-credit and prayer bills.

See Page 6.

APPLICATIONS

The National Aeronautics and Space Administration has announced eligibility requirements and application procedures for teachers who want to fly on a shuttle mission, but Senator Jake Garn, officials said, may make the trip first.

See Page 8.

EDUCATION WEEK

American Education's Newspaper of Record

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Measures To Limit Tax Rates Lose In Four States

Voters Give Their Backing To Other Education Items

By Anne Bridgman

Voters in four states last week defeated property-tax-limitation ballot measures that educators had claimed would cripple their school systems if approved.

And in a number of other states, voters approved education-related ballot items, suggesting a high level of local support for public schools.

In California, Michigan, and Nevada, voters defeated initiatives that would have limited tax levels and prohibited state lawmakers from raising taxes without either a majority legislative vote or a public referendum. Early returns showed a similar measure was also failing in Oregon.

In all four states, the measures, while not directly related to education, were expected to threaten school funding funding by forcing legislators to choose between financing education and other programs.

"Traditionally, of the tough tax propositions, and I think those four you can put in that broad category, only about 25 percent tend to pass," said Patrick B. McGuigan, editor of *Initiative and Referendum Report*, which is published by the Institute for Gov-

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JOHN C. PHILLIPS/CHE

Terrel H. Bell, the second U. S. secretary of education, will leave the post on Dec. 31 and return to Utah.

Bell Bids Washington Farewell; Will Return to Utah, Academe

Associate Editor Thomas Toch, Assistant Editor Tom Mirga, and Staff Writer James Hertling contributed to this report. It was written by Mr. Mirga.

WASHINGTON—Secretary of Education Terrel H. Bell ended months of speculation about his future by announcing last week that he would resign his post effective Dec. 31. President Reagan accepted his letter of resignation "with deep regret" on Nov. 8.

Mr. Bell, who had the awkward job of presiding over a department targeted for elimination by the Reagan Administration, said his reasons for leaving included pressing family business, a lawsuit involving a parcel of land that he sold in 1979, and a desire to bolster his Utah state pension.

Sources close to the Secretary, who was considered one of the moderate voices in the Administration, also suggested that he had grown weary of persistent battles over the Education Department's budget—a charge that he denied—and of criticism of his tenure from both conservatives and liberals.

At a press conference last Thursday, Mr. Bell announced that he had accepted a full professorship at the University of Utah's graduate school of education and would begin teaching there early next year.

Jones Assumes Command

Undersecretary of Education Gary L. Jones will act as head of the department until Mr. Bell's yet-unnamed successor is confirmed by the Senate. He took control of the department last Friday following Mr. Bell's departure for Utah to prepare for a court hearing on the lawsuit regarding the land.

According to informed observers, Mr.

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Promise of Private-Sector Initiative on Gifted Dims Amid Woes

By Sheppard Ranbom and Alina Tugend

WASHINGTON—Four years ago, on the eve of President Reagan's first victory, a small group of business leaders and lobbyists here incorporated a nonprofit organization that their discussions convinced them would fill an important gap in public education.

The National Business Consortium for the Gifted and Talented, as the group called itself, proposed to carry out an ambitious scheme incorporating one of the new President's major themes—the enlistment of the national business community in "partnerships" with those championing important social causes, in this case the advancement of programs for gifted schoolchildren. The consortium group, laying out a plan to set up an elaborate 50-state system of business leaders and state and local education officials working to raise money and establish programs for such students, garnered endorsements from 70 of the country's major corporations, as well as support from the White House and the Congress.

'Kick-off' Reception

Vice-President George Bush hosted a "kick-off" reception for the organization in May 1983, and President Reagan issued a certificate this past June commending the group at a White House invitational symposium—with the title "Programs That Work"—backed by its office of private-sector initiatives. The certificate was presented by Secretary of Education Terrel H. Bell. Almost every member of the Congress has endorsed the organization, from House Speaker Thomas P. O'Neill on down.

The federal accolades bespoke a bright promise for an organization that many saw as taking up the work of the U. S. Education Department's office of gifted and talented students, which had been abolished after the Congress's 1981 vote to include the programs in the Chapter 2 block grants to states.

In fact, the program is now deeply in debt, may face at least one lawsuit from an angry creditor, has experienced considerable turnover on its board of directors, and has disappointed a number of the education officials and volunteer business leaders whose support it needs.

Moreover, despite elaborate multi-colored brochures and complicated flowcharts with goals and timetables, most of the consortium's programs remain on the drawing board as its fifth year begins.

And the financial centerpiece of the group's fundraising effort came not from the private sector, but from the U.S. Department of Labor.

But an examination of organizational records and interviews last week with those associated with the $249,900 grant suggest that the funds did not produce proposed goals and may not have been disbursed as originally planned.

Central to the story of the organization are two Washington professional people: a business consultant named Jacqueline Meers, who is the executive director of the consortium, and Louis Kramp, the owner of

Continued on Page 12

A 'Catholic Schools Effect' Is Reaffirmed By Its Champions, Coleman and Greeley

By Cindy Currence

STANFORD, CALIF.—James S. Coleman and the Rev. Andrew M. Greeley, the social scientists who touched off the academic debate over the relative merits of public and private schools, have considered the arguments raised by their critics and decided to stand their ground.

In a research report released at a conference here late last month, the two reiterate their contention that Catholic high schools are more economically efficient and educationally effective than are public high schools.

The report, based on an examination of new data produced for the federally supported project called "High School and Beyond," indicates that between their sophomore and senior years, students in Catholic schools show greater gains in reading, vocabulary, mathematics, and writing than those in public schools.

But in defense of public schools, other researchers at the conference, citing the same "High School and Beyond" data, argued that the higher achievement levels do not mean that Catholic schools are superior. The gap can be attributed to other factors, such as differences in skills and selection of students in Catholic schools, they said.

Long-Running Argument

The conference, "Comparing Public and Private Schools," sponsored by Stanford University's Institute for Research on Educational Finance and Governance, provided

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IN SUMMARY

Reform in Oklahoma
A gubernatorial commission proposes government restructuring and suggests that the state provide for longer school days, more per-pupil aid, and higher teachers' salaries. **Story on Page 5.**

Calming Troubled Waters
Philadelphia's superintendent of schools has reassured anxious principals that her reforms will be undertaken in an orderly fashion that does not unduly burden them. **Story on Page 5.**

The Benefit of Incumbency
Governors in Arkansas and Indiana who have been strong advocates of education in their states won re-election, as did four incumbent chief state school officers. **Story on Page 6.**

Does Landslide Equal Mandate?
The question is being debated in the wake of an election that reduced the President's margin of votes in the Senate and did not provide the additional seats needed to control the House. **Story on Page 6.**

First Amendment 'Trip Wire'
The U. S. Supreme Court was told that a former Yale student was federally prosecuted not for failing to register for the draft, but because he announced that he would not. **Story on Page 8.**

Rank Hath Its Privileges
Senator Jake Garn, instead of a teacher, may be the first "citizen observer" in space, said NASA officials who announced application procedures and requirements for teachers. **Story on Page 8.**

Accusations in Boston
Because they are discriminated against and drop out of school, Hispanic youths in Boston have difficulty getting jobs, according to a report by a Hispanic organization. **Story on Page 8.**

Charges and Denials
Representative Don Edwards has charged that the U. S. Civil Rights Commission prepared amendments used to kill a major civil-rights bill; commission officials deny the charge. **Story on Page 10.**

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THE WEEK

FEDERAL

E.D. To Recognize Chapter 1 Projects

Secretary of Education Terrel H. Bell has announced a national project to identify exemplary compensatory-education programs, the second stage of an Education Department effort to improve Chapter 1 programs.

Last year, the department awarded competitive grants to 33 Chapter 1 projects. The recognition program, Mr. Bell said early this month, "can provide other Chapter 1 projects . . . with an outstanding example of what this program can accomplish."

Chapter 1 of the Education Consolidation and Improvement Act of 1981—the largest federal precollegiate education program, with an appropriation of $3.7 billion for the current fiscal year—provides financial assistance to state and local education agencies to meet the educational needs of disadvantaged students.

According to Marie Robinson, a department spokesman, nominations for the Chapter 1 National Identification Program must be submitted by early January 1985 by school chiefs in the 50 states, the District of Columbia, and Puerto Rico. After a review by panels to be established by the department, the winners will be announced in February 1985, she said.

Meanwhile, Congressional aides were briefed last week by analysts with the National Institute of Education, which is preparing to undertake a comprehensive review of the Chapter 1 program, as mandated by the Congress.

U.S. Court Upholds Contract Preserving Black Teachers' Jobs

A collective-bargaining agreement that preserves the jobs of recently hired black teachers in Jackson, Mich., does not violate the equal-protection rights of white teachers with more seniority who were laid off, a federal appeals court has ruled.

In an Oct. 25 ruling, the U. S. Court of Appeals for the Sixth Circuit held that the race-conscious layoff policy passed constitutional muster because it was approved on four occasions by a majority of the members of the Jackson Education Association. In addition, the court said, the provision was adopted voluntarily by the union and the city's school board, unlike a similar court-mandated plan struck down by the U. S. Supreme Court last June.

The court also held that evidence of chronic underrepresentation of blacks in the city's teaching force during the past 23 years justified the contract's affirmative-action provision, Jerome A. Susskind, a lawyer for the Jackson Public Schools, said.

The lawsuit, *Wygand* v. *Jackson Board of Education*, was brought by 18 white teachers who lost their jobs during a series of layoffs dating back to 1976. They claimed that the affirmative-action clause—which limits the percentage of black teachers that can be laid off to the percentage of black teachers employed at the time of the layoff order—violated their equal-protection rights under the 14th Amendment and Title VII of the Civil Rights Act of 1964.

NATIONAL

Pentagon Reports Top-Notch Recruits

The U. S. Defense Department enjoyed a banner recruiting year last year, the Pentagon says.

For the first time, more than 90 percent of the new recruits in the four branches of the armed services—the Army, Navy, Air Force, and Marines—are high-school graduates, said Lawrence J. Korb, assistant secretary of defense for manpower, reserve affairs, and logistics, who is in charge of personnel.

According to a Pentagon spokesman, the number of recruits fell from 330,000 in fiscal 1983 to 328,500 last year because enough servicemen re-enlisted.

In fiscal 1984, 93 percent of the recruits were high-school graduates, compared with 68 percent in fiscal 1980, the Defense Department said. Mr. Korb attributed the increase in better-educated recruits and a high re-enlistment rate to the fact that "people are treated well [in the armed services], they have better equipment and training, and they have more prestige as the society appreciates what they are doing."

Mr. Korb also asserted that economic conditions do not have a great impact on recruiting; observers have claimed that during a recession, more people enlist.

He also reported that the number of young men and women who signed up on a deferred basis last year fell by 8,000, from 131,300. But he noted that this delayed-entry pool was up from 64,000 in 1980.

National Network Launched by Group On Women's Equity

The Project on Equal Education Rights of the NOW Legal Defense and Education Fund has launched a national network to bring together the expertise of parents, educators, policymakers, and equity advocates across the country.

The "National Affiliate Network," as the project is called, is an attempt by the 10-year-old PEER to unite local citizen action, research, and information on current news developments in educational equity.

"This is a particularly critical year for those of us concerned about educational equity," writes Leslie R. Wolfe, director of PEER, in a letter inviting individuals and organizations to join the new network. "As education-reform proposals sweep through state legislatures, concern for equity is being overlooked or, worse yet, blamed for the apparent decline in the quality of education during the past 20 years."

"We also know that our efforts to empower women must be doubled and tripled, to counteract recent efforts to turn back the clock to the days before Title IX ensured our equal rights in education," Ms. Wolfe writes.

The network, which costs from $10 to $50 per year to join, will publish a monthly newsletter, news bulletins on federal education events, and policy papers analyzing the impact of federal and state policies on women, according to promotional literature.

Percentage of New Recruits
With High-School Diplomas*

	FY1980	FY1981	FY1982	FY1983	FY1984
Army	54%	80%	86%	88%	91%
Navy	75	76	79	91	93
Marines	78	80	85	92	95
Air Force	83	88	94	98	99
Total, Department of Defense	68	81	86	91	93

* New recruits to active duty.

Source: Department of Defense.

STATES

Indiana Commission Cites Spending Cuts For States' Schools

The decline of Indiana's economy over the past decade has hurt the state's schools, according to a draft of a report by an advisory panel that was scheduled to be given to Gov. Robert D. Orr late last week.

The Governor's Select Advisory Commission on Primary and Secondary Education notes in its draft re-

ELECTION '84

Governorships Are Won by 'Education' Candidates; 4 State Chiefs Re-Elected

By Tom Mirga

Incumbent governors in Arkansas and Indiana whose education policies have gained national attention easily defeated their opponents in last week's elections. Four incumbent chief state school officers also won re-election.

In the Arkansas gubernatorial race, the Democratic incumbent, Bill Clinton, defeated Woody Freeman, a member of the Jonesboro school board for eight years. Governor Clinton repeatedly told voters during the campaign that education reforms that he pushed through the state legislature last fall would be scuttled by lawmakers if his opponent were elected.

Gov. Robert D. Orr of Indiana, a Republican, easily defeated his Democratic opponent, State Senator Wayne Townsend. Governor Orr unveiled a two-year, $218-million education-reform package less than three weeks before Election Day.

In Delaware, the Republican candidate, Lieut. Gov. Michael N. Castle, defeated William T. Quillen, a former justice on the state supreme court. During the campaign, Mr. Castle challenged the state's schools to adopt a 10-point reform agenda developed in response to a task force on education appointed by the outgoing Governor, Pierre S. du Pont 4th, and headed by Mr. Castle.

Education also emerged as a major issue in Missouri, where State Attorney General John Ashcroft, a Republican, defeated Lieut. Gov. Kenneth Rothman. Among other things, Mr. Ashcroft proposed increased state aid to education and consideration of a statewide "career-ladder" plan for teachers.

In Utah, Norman Bangerter, speaker of the state House of Representatives, was the first Republican to be elected governor in 20 years. His opponent was former U. S. Representative Wayne Owens. Mr. Bangerter had proposed earmarking half of the state's projected $50-million budget surplus for "one-time-only" education expenditures for items such as textbooks and computers.

In other gubernatorial races:

- **Montana.** The Democratic incumbent, Gov. Ted Schwinden, defeated Republican State Senator Pat Goodover.
- **New Hampshire.** Gov. John H. Sununu, a Republican, defeated State Representative Chris Spirou.
- **North Carolina.** The Republican candidate, James G. Martin, defeated State Attorney General Rufus Edmisten. The outgoing Governor, James B. Hunt Jr., a former president of the Education Commission of the States, was defeated in his challenge to U. S. Senator Jesse Helms.
- **North Dakota.** State Representative George A. Sinner, a Democrat, unseated the incumbent Governor, Allen I. Olson.
- **Rhode Island.** Edward D. DiPrete, a Republican mayor, defeated State Treasurer Anthony J. Solomon.
- **Vermont.** Lieut. Gov. Madeline Kunin, a Democrat, narrowly defeated State Attorney General John Easton.
- **Washington.** Gov. John Spellman, a Republican, was unseated by Pierce County Executive Booth Gardner.
- **West Virginia.** Former Gov. Arch A. Moore Jr., a Republican, defeated State Representative Clyde M. See.

State School Chiefs

In Indiana, Superintendent of Public Instruction Harold H. Negley, a Republican, was re-elected. His opponent was Raymond Scheele, a political-science professor at Ball State University.

Montana's incumbent chief state school officer, Ed Argenbright, a Republican, defeated Don Driscoll, a retired school administrator.

In North Carolina, the Democratic incumbent, A. Craig Phillips, defeated Gene Baker, the principal of Wayne County Elementary School.

Running on a nonpartisan ballot in North Dakota, Wayne Sanstead defeated Larry Nudell in the race for the state superintendency of public instruction, an office made vacant by the retirement of Joe Crawford.

In Washington, Frank B. Brouillet, the incumbent and the immediate past president of the Council of Chief State School Officers, defeated State Representative Shirley Galloway.

Fate of Reagan Legislative Agenda Said Uncertain

By James Hertling

WASHINGTON—While agreeing that President Reagan's sweeping re-election victory illustrated his broad popularity, Democrats and Republicans disagreed last week on whether the landslide win over Walter F. Mondale constitutes a mandate for the Administration's programs and whether it will help push Mr. Reagan's legislative agenda through the Congress.

The Democrats gained two seats in the Senate, which the G.O.P. now controls, 53 to 47. The Republicans gained about 15 seats in the House. But they had said they needed to pick up about 25 seats in order to give the President a "working majority" there.

"I don't think people should expect too many [legislative] victories" in the Congress for President Reagan, House Minority Leader Robert H. Michel, Republican of Illinois, said Wednesday.

Outlook For Education

In post-election statements, the President and his top aides said that cutting domestic spending would receive high priority. Their first substantive budget meetings reportedly were to be held early this week.

Nonetheless, one Republican Senate aide said, "Education isn't going to lose a lot." Too many senators, the aide added, are publicly committed to support for education and "will protect it from any major reductions."

The resignation of Education Secretary Terrel H. Bell is not considered likely to have a major impact on the Education Department's budget, according to a highly placed official of the department. Most agencies' budgets, he explained, "are going to be clearly made in the White House . . . no matter who is sitting in the Secretary's chair."

Senator Paul Laxalt, Republican of Nevada and chairman of the President's campaign committee, noted, "I think he's going to be very determined to push that social agenda"—including sanctioned prayer in public schools and tuition tax credits.

But the Republicans' failure to gain a conservative "ideological mandate" in the House—as Representative Vin Weber, a conservative Republican from Minnesota, put it—may prevent passage of such measures, Congressional sources agreed.

Key Senate Races

In some races that attracted special attention from educators, Representative Paul Simon, Democrat of Illinois, won election to the Senate, defeating the three-term incumbent, Charles H. Percy. Three Democrats who had championed education, Lloyd Doggett of Texas, Gov. James B. Hunt of North Carolina, and William F. Winter of Mississippi were defeated in their Senate races. *(See Education Week, Oct. 31, 1984.)*

Mr. Doggett was defeated resoundingly by Representative Phil Gramm; Governor Hunt was defeated by the incumbent, Jesse A. Helms; and Mr. Winter, also by an incumbent, Thad Cochran.

Two-term Senator Walter D. Huddleston, Democrat of Kentucky, was upset by A. Mitchell (Mitch) McConnell Jr., whose margin of victory was less than a percentage point. Senator Huddleston, co-author of legislation this year to pay for school asbestos-removal programs, has requested a recount.

The ranking Democrat on the Senate Subcommittee on Education, Arts, and Humanities, Claiborne Pell of Rhode Island, was re-elected overwhelmingly over the Republican challenger, Barbara Leonard.

Representative Simon, who was chairman of the House Subcommittee on Postsecondary Education and author of several major education bills, reportedly will seek the Democratic seat on the Labor and Human Resources Committee vacated by the retirement of Jennings Randolph of West Virginia. By doing so, he would retain his legislative involvement in education issues.

However, two other newly elected Democratic Senators are also said to be interested in a seat on the committee. They are Gov. John D. (Jay) Rockefeller 4th of West Virginia and Albert Gore Jr. of Tennessee. Overall, Republican and Democratic aides agreed, the election results will have little impact on the committee.

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Education-Related Ballot Results

California

61%Y / 39%N: *Proposition 26:* Authorizes at least $250 million for the construction of new school buildings and up to $200 million for the rehabilitation or replacement of school buildings.[1]

45%Y / 55%N: *Proposition 36:* Would have limited the sum of all taxes on real property to 1 percent of full cash value; clarify annual inflation adjustments to property value and define values for purchases, new construction, and change in ownership of property; required two-thirds vote to change any tax; required two-thirds vote for new fee or fees increased more than the cost of living for the geographical area since Aug. 15, 1983.[2]

58%Y / 42%N: *Proposition 37:* Authorizes a state lottery, with a minimum of 34 percent of the proceeds going to public education.[2]

Florida

69%Y / 31%N: *Constitutional Amendment 8* ("Public Education Capital Outlay Bonds"): Provides for a levy on gross receipts to authorize continuation of the funding of public-education bonds for the construction of various educational facilities.[3]

Georgia

49.1%Y / 50.8%N: *Amendment 3:* Would have make the superintendent of public instruction a position appointed by the State Board of Education instead of an elected position, effective 1986.[3]

Iowa

[5] *Rule 2:* Would make district funding subject to the support and maintenance of common schools.[3]

Michigan

40%Y / 60%N: *Proposition C* ("Voters Choice Initiative"): Would have rolled back tax increases enacted since 1981; required voter approval for the adoption of any new tax or any legislative change in the base or rate of a state or local tax that would increase its yield; and required voter approval or approval by four-fifths of the members of a legislative body for the adoption of any new fee, license, user fee, or permit.[2]

Minnesota

[5] *Amendment 1:* Allows the state to exchange permanent school-fund land for other lands owned by the state or local governments.[3]

[5] *Amendment 2:* Removes restrictions on the investment of Permanent School Fund money.[3]

Mississippi

42%Y / 57%N: *S 548* ("Ethics Amendment"): Would have prohibited any public official or employee, including school officials, from having any interest in a contract with a governmental entity of which they are a member.[3]

Nebraska

69%Y / 31%N: *Proposed Amendment 1:* Allows money that is taken in by the state in drug confiscations and fines—100 percent of which currently goes to the Permanent School Fund—to be divided equally between the school fund and the county in which the fees were collected for use in drug-enforcement efforts.[3]

Nevada

48%Y / 52%N: *Question 12:* Would have mandated that tax increases be subject to two-thirds approval of legislature at state level or two-thirds of governing body at local level, plus popular approval at next general or special election.[2]

New Mexico

68%Y / 32%N: *Educational Bond Act:* Allocates $64 million for education, with the majority of the funds going to construction on campuses of higher education.[1]

Oklahoma

[7] *State Question 572:* Would increase the amount by which school districts may become indebted from 10 percent to 15 percent of the valuation of taxable property within the district.[3]

[7] *State Question 580:* Would permit local school districts to levy up to 10 mills to provide incentive aid to schools.[3]

[7] *State Question 582:* Would limit the property-tax exemption for schools and colleges to nonprofit schools and colleges.[3]

Oregon

[6] *Ballot Measure 2* ("Constitutional Real Property Tax Limit"): Would have instituted a 1.5-percent property-tax-limitation measure.[2]

South Dakota

[6] *Constitutional Amendment A:* Would have merged the positions of state treasurer and commissioner of schools and public lands, effective 1986.[3]

[5] *Initiated Measure 2:* Mandates that elementary and secondary schools statewide cannot hold classes until after Labor Day, effective July 1, 1984.[4]

Utah

65%Y / 35%N: *Proposition 4:* Includes revenues from taxation of nonrenewable resources in school fund beginning in 1987.[3]

West Virginia

78%Y / 22%N: *Amendment 3* ("Voluntary Contemplation, Meditation, or Prayer in Schools Amendment"): Requires teachers to provide a brief period at the start of each school day for voluntary contemplation, meditation, or prayer.[3]

46%Y / 54%N: *Amendment 4* ("Better Schools, Roads, and Public Works Construction Amendment"): Would have provided for a statewide excess school levy, with the same school tax on property in all counties starting July 1, 1985; would have established a dedicated 1-cent sales tax for all citizens to be used for the construction of new schools and for repairing old ones, to be implemented by the legislature by May 1, 1985, and continue for at least 15 years.[3]

[1] Bond issue referred to ballot by legislature.

[2] Constitutional amendment placed on ballot as a result of citizen petitioning.

[3] Constitutional amendment referred to ballot as a result of legislative action or state constitutional provisions.

[4] Statutory initiative placed on ballot as a result of citizen petitioning.

[5] Early election results indicate the measure passed; percentage returns were unavailable at press time.

[6] Early election results indicate the measure failed; percentage returns were unavailable at press time.

[7] Election returns were unavailable at press time.

Voters in Four States Defeat Measures Limiting Property-Tax Rates

Continued from Page 1

ernment and Politics. The institute is a division of the Free Congress Foundation, a public-policy-research organization based in Washington, D. C.

"You would have expected that at least one of those would have sneaked in," Mr. McGuigan said. "And the fact that not one of those did, there's a message there. The message is not that the tax revolt is dead. The tax revolt is alive as long as you get it on the ballot. But is the public buying it? This year they're not."

"Voters are saying, 'We don't necessarily want to have taxes go up . . . but we're content with the way things are.' . . . Voters feel they can live with the present levels of taxation."

But Mr. McGuigan said that "voters will go into orbit if state legislators misread the message and try to push tax increases."

Jarvis Measure Defeated

In California, Proposition 36 was opposed by 55 percent of voters, while 45 percent backed it. The measure, which was sponsored by a state legislator named Howard Jarvis, sought to reinforce and extend Mr. Jarvis's Proposition 13, a tax rollback approved by voters in 1978.

The state's legislative analyst has estimated that if the proposition had been approved, school districts could have lost property-tax revenues of up to $750 million from 1984 to 1986, and $150 million annually thereafter.

"The reports generally are that voters felt that Proposition 13 had been successful in reducing property taxes and that further reductions were not necessary," said Katie Mason, a research consultant with the nonpartisan California Coalition for Fair School Finance.

In addition, she said, Gov. George Deukmejian came out against the measure the Saturday before Election Day, which may have influenced some of the many undecided voters.

Following the measure's defeat, Mr. Jarvis said he would return with a similar proposition in the near future, Ms. Mason said.

'Voters' Choice'

In Michigan, voters defeated Proposition C by a margin of 20 percentage points. The measure, also called the "Voters' Choice Initiative," would have rolled back all state and many local property taxes to their December 1981 levels, and would have required voter approval of all future increases, except for local taxes that have already been approved by voters.

Education leaders in Michigan, including members of the state board of education and Superintendent of Public Instruction Phillip E. Runkel, had argued before the election that the plan would result in a drop of $435 million to $500 million in support for elementary and secondary schools.

"Superintendent Runkel was certainly very pleased that the voters chose to reject the proposal, which would have had a significant effect on state and local support for public education," said Thomas Farrell, a spokesman for the state department of education. "Obviously, the voters don't want to take that approach to reducing government expenditures."

Supporters of Proposition C have indicated an interest in resurrecting the initiative for the 1986 elections, according to state officials.

Narrow Defeat in Nevada

In Nevada, voters narrowly defeated Question 12, a property-tax-limitation measure that would have made tax increases subject to approval by two-thirds of the state legislature or of a local governing body, plus popular approval at the next general or special election.

Gov. Richard H. Bryan, a number of educators, and the state board of education campaigned against the measure, which was voted down by a margin of four percentage points, 52 percent to 48 percent, according to the Nevada Secretary of State's office.

"The vote indicated that the campaign and the various groups that spoke out against the measure were effective," said Karen Galatz, an aide to Governor Bryan who termed the result "a victory for common sense."

"The message that there was profound potential danger to education was made clear," she said.

Ballot Measure 2

And in Oregon, preliminary election results put Ballot Measure 2, the "Constitutional Real Property Tax Limit," behind by 19,000 votes, according to the Oregon Secretary of State's office. At that time, however, 50,000 absentee ballots had not been counted and 40 precincts had not reported their tallies.

Ballot Measure 2 would have limited property taxes to $15 per $1,000 of assessed valuation, would have rolled back assessments to 1981 levels, and would have restricted growth to 2 percent per year.

Gov. Victor G. Atiyeh, educators, and the Oregon Committee, formed to oppose the measure, charged that it would have taken $700 million out of elementary and secondary education in Oregon.

The apparent defeat of the measure, according to Mark Nelson, director of the Oregon Committee, "says that, by a very narrow margin, the people of Oregon are not willing to pass a measure that would cut local government off at its knees."

"It has saved education funding in the state for the meantime," Mr. Nelson said, but he warned that unless the legislature enacts a sales tax dedicated to public elementary and secondary education or some sort of income-tax relief, Oregonians "will pass the draconian type of measure that will cripple education."

Verne A. Duncan, superintendent of public instruction, agreed with Mr. Nelson. "We may have just won the measure narrowly," he said, describing Ballot Measure 2 as a plan that would have "absolutely devastated schools."

But he also noted the need for property-tax relief in Oregon and said the supporters and opponents of the ballot measure have already begun to work together to develop a compromise tax-relief measure to present to the state legislature in January.

Measures Approved

Of the six ballot initiatives in five states that dealt with increased funds for public schools, five were approved by voters.

The initiative defeated by voters was a "better-schools" amendment in West Virginia that would have provided for a statewide excess school levy and would have established a dedicated 1-cent sales tax for school construction and repair.

One of the most controversial of the approved initiatives was Proposition 37 in California, which will amend the state constitution to allow a lottery with a minimum of 34 percent of all proceeds going to education.

Proponents of the measure said before the election that the lottery could bring in $1.7 billion in the first year. Opponents, including Governor Deukmejian, lobbied against the proposition on the grounds that a lottery is not a stable source of income and could lead to a decline in state aid in future years.

Voluntary Prayer

In West Virginia, a constitutional amendment that enjoyed 70-percent support in pre-election public-opinion polls was approved by 78 percent of the voters.

The measure, which takes effect as soon as the state ratifies the election returns this month, will allow "voluntary contemplation, meditation, or prayer in schools" for those students who wish to use such time. School boards will be required to implement the measure, which calls for teachers to define the length of the period of contemplation, according to state officials.

Ohio Levies

In local elections, Ohio citizens voted on 87 operating levies, 48 capital/permanent improvement issues, 28 bond issues, and 2 operating issues combined with capital improvement or building issues.

Of those, 92 were approved in the election, for a 54.4-percent approval rate, according to Irene G. Bandy, Ohio's assistant superintendent for public instruction.

State education officials expressed concern before the election that the local measures could be endangered by the decision in 1983 to allocate 30-to-40 percent of state-lottery funds to education. That move, they said, could have prompted voters to vote against school levies on the basis of the mistaken belief that the lottery provides sufficient funds for education.

"This is the best showing in a November general election that we've had in 10 years," Ms. Bandy said. "We believe this is an indication that Ohio voters understand the importance of local support for public schools."

Local districts will decide in the coming months whether to resubmit to the voters the levies and bond issues that were defeated, Ms. Bandy said. The next general election is next November; special elections are scheduled for February, May, and August.

And in Oregon, voters in five of the eight school districts that held levy elections last week to balance their 1984-85 budgets approved the levies, according to Robert Jones, research analyst in the state department of education. Voters in two districts defeated the levy measures, and ballots are still being counted in a close election in another district, Mr. Jones said.

State Overhaul Proposed in Oklahoma

Continued from Page 5

Elementary-school students should be required to attend school for seven hours a day and secondary-school students should receive at least six hours of academic instruction, the subcommittee said in its report.

Other Recommendations

Other school-related recommendations adopted by the commission include:

- The development of a plan for the implementation of the "Oklahoma School Testing Program" prior to Jan. 1. The plan would include an outline of the testing program, estimated costs, grade levels to be tested, and schedules and procedures for implementation.
- A requirement that private schools in Oklahoma meet certain criteria in order to be recognized by the state board of education.
- The inclusion of all state employees, among them those of state colleges and universities, in the state's merit-pay system.
- The consolidation of all seven state retirement systems, including that for teachers, into a single system.

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REORGANIZING

The Council of Chief State School Officers has agreed to try to play a more influential role in the soon-to-be-reorganized NCATE—the agency that accredits the education schools that train the majority of the nation's teachers.

See Page 5.

RESTRUCTURING

A group of prominent state business leaders has offered a plan to restructure Minnesota's schools, including a controversial proposal to allow juniors and seniors to choose the school they attend, perhaps under a voucher system.

See Page 8.

RESCINDING

The top auditor in the U.S. Education Department has objected to the transfer of $3.6-million worth of government property to labs and centers under contract with the N.I.E. and is recommending the transfers be rescinded.

See Page 10.

EDUCATION WEEK

American Education's Newspaper of Record

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Bilingual Students Are Underserved, E.D. Report Says

Finds Too Few Teachers Are Adequately Trained

By Lynn Olson

WASHINGTON—The Education Department's new biennial report on bilingual education indicates that students with limited proficiency in English remain an underserved population and that many of the teachers who are trained to help them are, for some reason, not in programs utilizing those skills.

The report notes, however, that states are expanding their programs for limited-English-proficient (LEP) students.

Widespread Problem

Nearly 25 percent of all public-school teachers in the United States had students with limited proficiency in English in their classes in 1980-81, but only 3.2 percent of those teachers said they had the academic preparation or the language skills to instruct their LEP students, according to data from the Education Department's report, "The Condition of Bilingual Education in the Nation, 1984."

Continued on Page 11

Turlington Reasserts Goals for Florida In 10-Point Plan

By Anne Bridgman

Attempting to maintain the momentum of one of the nation's most ambitious education-reform efforts, Commissioner of Education Ralph D. Turlington of Florida has set forth 10 goals to be accomplished by 1989.

Mr. Turlington's announcement comes three-fifths of the way through the state's five-year plan to make Florida a "state of educational distinction" with educational achievement equal to that of the upper quartile of states by 1986.

His new plan, "Getting Ready for 1989," includes several of the first plan's recommendations and some of the elements passed by the legislature this year, and sets 1989 as the checkpoint for meeting the goals, a fact that has prompted the state's

Continued on Page 16

School Chiefs Endorse State-By-State Comparisons

Policy Reversal Followed Two Days of Heated Debate

By Thomas Toch

WILMINGTON, DEL.—In a sharp reversal of policy, the Council of Chief State School Officers last week called for regular comparisons of the educational performance of the states and urged that national achievement tests and other measurements on which to base such comparisons be developed.

After two days of unusually heated debate, the council also voted to take an active role in deciding what indicators should be used in comparing the states and agreed to establish a center to coordinate nationwide assessment activities.

See related story on page 5.

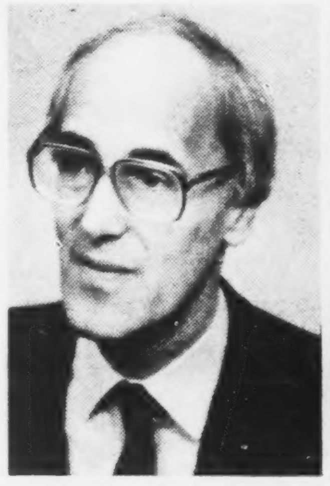
These were the key recommendations of a report approved by the council by a vote of 27 to 12 at its annual meeting here.

Before adopting the report, the council defeated, by a vote of 20 to 19, an amendment by Robert D. Benton, superintendent of public instruction in Iowa, that would have tabled for a year the controversial section of the report calling for the creation of a national system of evaluation and state-by-state comparisons of the results of such assessments.

Instead, the chiefs voted to make the implementation of such testing and reporting contingent upon a plan to be considered by the council a year from now. Under the plan approved by the council, state participation would be voluntary.

"This is a very, very different direction for the chiefs," said Gordon M. Ambach, commissioner of education in New York and president of the council. "They have endorsed the idea of joining together to decide on and then design ways to evaluate the nation's schools. It's never happened before."

"Two years ago, anyone making such a proposition would have been run out of the room," said Verne A. Duncan, superintendent of public instruction in Oregon.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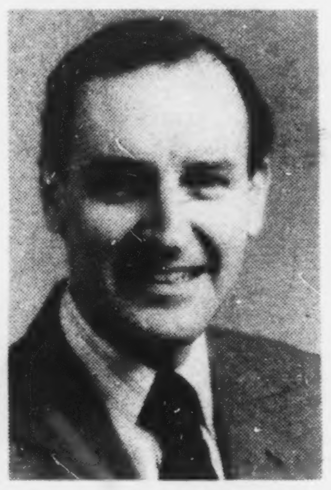

Gordon Ambach

The report was developed in recent months by a committee of the council in cooperation with a number of testing experts, in particular Michael Smith, a professor of education at the University of Wisconsin at Madison.

It notes that the creation of standardized national achievement tests—which would assess a core of knowledge in science, English, social studies, mathematics, reading, and writing and would be developed by the council in cooperation with testing organi-

Continued on Page 16

Advanced-Placement Programs Lifted on Rising Tide of Reforms

By Lynn Olson

Swept along by the national reform movement, the College Board's Advanced Placement program has experienced the largest annual increase in student participation in its 29-year history, according to George Hanford, the board's president.

South Carolina, in fact, has enacted legislation requiring schools to offer A.P. programs and several states have allocated hundreds of thousands of dollars to reward participating schools and pay for the A.P. examinations taken by their students.

In the past two years, for example, the state legislatures in Florida, South Carolina, and Utah have included strong financial incentives for schools to participate in the program. For this school year, they have invested $820,000, $669,000, and $700,500, respectively, in the program. *(See related story on page 14.)*

Last year alone, the A.P. program grew by a record 13.5 percent, adding 446 schools and 19,433 students, according to Mr. Hanford.

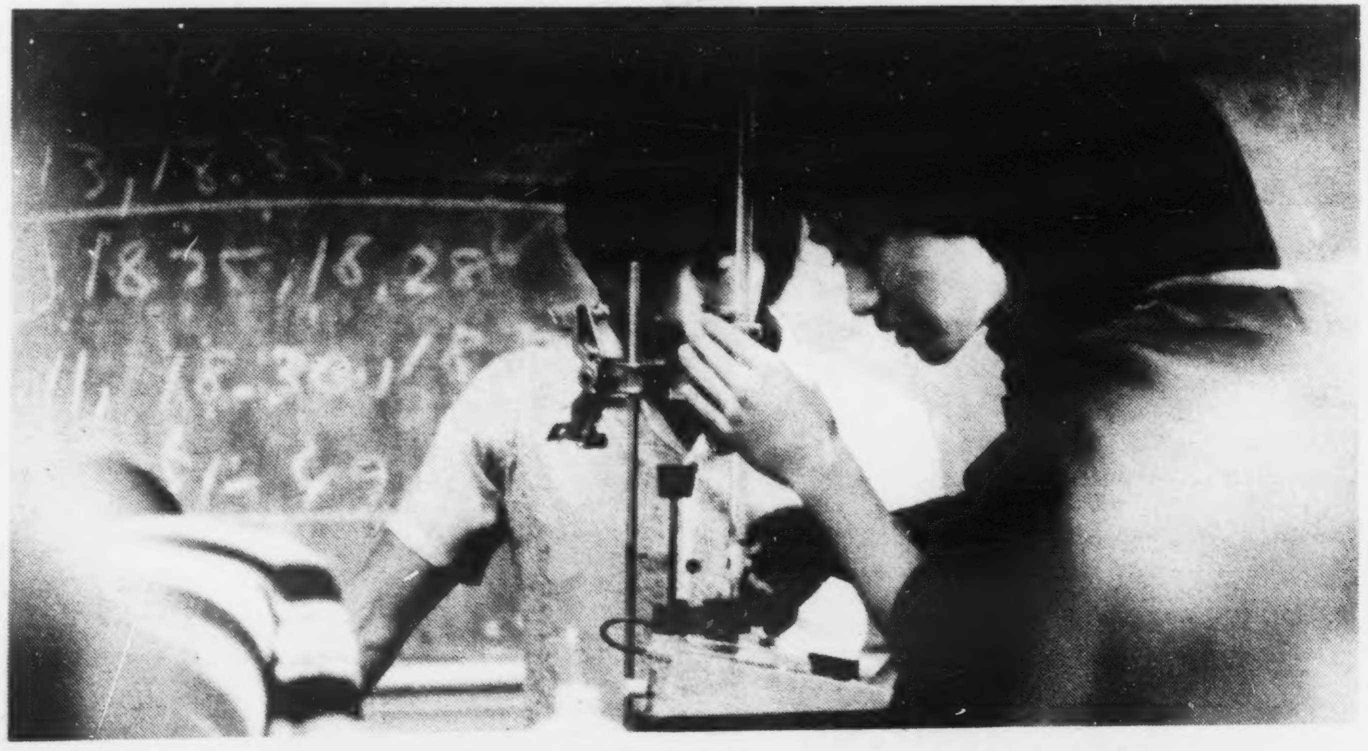
As a result of the dramatic growth, the College Board, which was losing money on the program through 1980, last year netted $7 per test, or a total of about $1.7 million, according to Harlan P. Hanson, director of the Advanced Placement program. Mr. Hanson said the money goes to support College Board activities, such as research, that do not produce income.

In a statement to the press released last week, Mr. Hanford attributed the program's growth in part to the national drive for educational improvement.

He also said that "in response to requests from educators," the board will publish an-

Continued on Page 14

COURTESY OF THE COLLEGE BOARD



A group of students at San Francisco's prestigious Lowell High School spend time working on a science project in their advanced-placement class.

Change of Address

Education Week will move its editorial offices on Dec. 7. Effective Dec. 8, the new address will be: Suite 775, 1255 23rd Street, N. W., Washington, D. C. 20037. The telephone numbers will remain the same.

IN SUMMARY

Bidding for a New Role
The Council of Chief State School Officers wants to exert a major influence on NCATE, the voluntary organization that accredits many of the nation's education schools. **Story on Page 5.**

Reality Behind the Rhetoric
Despite Congressional concern over equal access, most districts, a study has found, have been permitting student religious groups to meet on campus and have policies on the matter. **Story on Page 6.**

Recouping Losses
The New York school districts that lost $40 million last spring when an investment firm went bankrupt have settled for $17.5 million and are pressing a suit for more. **Story on Page 6.**

Reform in Minnesota
A group of business leaders is recommending a restructuring of the state's public schools, including a system that permits juniors and seniors to choose the school they will attend. **Story on Page 8.**

A Successful Appeal in Alabama
A federal appeals court has ruled that public-school teachers may send their children to private schools, despite a school-board policy forbidding them to do so. **Story on Page 8.**

'Campaign for Excellence'
Georgia's Governor has pledged to make an all-out effort to enact recommendations calling for a major overhaul of the state's educational system. **Story on Page 9.**

A Question of Ownership
The U. S. Education Department's auditor is contesting the transfer of government property to centers and laboratories conducting research and projects for the N.I.E. **Story on Page 10.**

Mandate II
The Heritage Foundation, which influenced the Reagan Administration's education policy with its publication of *Mandate for Leadership* in 1981, is readying a sequel. **Story on Page 10.**

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THE WEEK

NATIONAL

South Fayette, Pa., Teachers Out Again; Other Strikes Settled

About 75 teachers in the South Fayette (Pa.) School District walked off the job last week, beginning the second teacher strike of the school year there.

The teachers had been on strike for six weeks, but settled on Oct. 4 when negotiators reached a tentative agreement.

Following the agreement, teachers voted unanimously to reject a proposed $2,400 increase in teacher salaries that did not provide increases for first-year teachers, said Regis Brentin, president of the South Fayette Education Association, an affiliate of the National Education Association.

Although another strike in Pennsylvania continued in Crestwood, in the Beaver, Big Beaver Falls, Jersey Shore, Laurel, and Wilkes-Barre school districts, strikes have been settled.

Last week, teachers in Washington, Ohio, also were back on the job after ending a four-week strike affecting nearly 500 teachers and 8,000 students. It had been the only teacher strike in that state this school year.

Although the tense situation in Chicago still had school and union officials concerned, there were no teacher strikes in Illinois as of late last week. Teachers in Knoxville returned to their classrooms on Nov. 1, and other strikes in the Mattoon School District and Blue Island ended last month.

A strike in Michigan ended early this month when teachers went back to work in Pickneny.

And following a six-week strike, 10 teachers went back to work Nov. 5 in New Haven, Conn. Strikes also have been settled in Gonzales, Benicia, and San Ramon Valley, Calif., and in Twin Falls, Idaho.

STATES

Reports Outline Spending Gaps in Connecticut Districts

Wealthy school districts in Connecticut typically spent $1,227 more per student than poorer ones during the 1981-82 school year, according to a recent state report.

Prepared for the Connecticut Educational Equity Study Committee, the six-page report revealed that 11 "typically high-spending" districts spent $3,215 per student, while 11 lower-spending ones allocated $1,988 per student, said Lise M. Heintz, a spokesman for the state's department of education.

The spending gap showed in lower student-to-teacher ratios and higher teacher salaries in the wealthier districts. The higher-spending districts also spent more on fringe benefits, support staff, and maintenance, repairs, and property insurance, according to Ms. Heintz.

She added that this report does not indicate that the high-spending districts provide a better education for their students.

In a companion report prepared for the equity committee, researchers found that the spending gap between the wealthiest and poorest districts increased between 1977 and 1981. Spending per pupil in the wealthiest districts increased 96 percent, while spending by the districts that spent the least increased by 68 percent during these four years, according to the findings of the report.

The reports, prepared by education-department staff members, are being studied by the educational equity committee, which is expected to make recommendations to the state board of education and the legislature early next year, Ms. Heintz said.

The equity committee was established by the state legislature in 1980.

Coalition Reports On Absenteeism And Dropout Rates

Ohio students missed a total of 22 million school days in the 1982-83 school year, according to the report of an Ohio citizens' group.

The state's average attendance rate for the year was 93.4 percent, or slightly under the 95-percent rate that would reflect legitimate absences—suggesting, the report said, that at least 5.5 million days were lost in unexcused absences. And some districts had significantly higher absenteeism rates at the secondary level, according to the report.

The Citizens Council for Ohio Schools also found that 23,473 students dropped out of grades 7 through 12 in the same year, but its report notes that the overall 2.6-percent dropout rate was an improvement over the 3.7-percent rate of the late 1970's. In some districts, however, the rate was as high as 12 percent for the year, according to the council.

In an analysis of suspension data from 1979 to 1980, the council found wide variation in rates among districts, from an average of 6.1 percent statewide to rates as high as 21 percent in some districts. And in some districts, the report notes, "minority students were suspended far more than their white peers."

The council's report was released this month in an effort to boost citizen involvement in school districts' efforts to keep more students in school.

Funded by a grant from the Carnegie Corporation of New York, the report examines data on absenteeism and on dropout, suspension, and expulsion rates in Ohio school districts.

The report recommends that districts rely less heavily on "negative sanctions," such as reducing grades or suspending students, as punishment for absenteeism; use better forms of record-keeping to determine why students are out of school; and identify and intervene at an early stage in situations that indicate students are likely to drop out of school.

Texans Who Support Reforms Also Favor State Lawmakers

Most of the 1,020 Texans surveyed in a recent statewide poll said they agreed with the state's new education reforms, and those who said they supported the changes rated Gov. Mark White and the state legislature higher than did those who opposed the reforms.

According to the latest Texas Poll, a quarterly public-opinion survey sponsored by the newspaper chain Harte-Hanks Communications Inc. and conducted by the *Bryan-College Station Eagle* and Texas A & M University, 53 percent of the respondents said they approved of the school reforms that were signed into law by Governor White this year on July 13.

Asked their opinion of the job Governor White has done, 43 percent of the respondents rated his performance as excellent or good and 47 percent gave him a fair or poor rating, said David G. Mays,

Competent Amateur Photographers Wanted

Education Week is looking for first-rate, black-and-white photographs depicting interesting and important news, events, and programs in schools. Contributors will receive a credit line and a payment of between $10 and $25 for each picture used.

Send photographs along with caption material, name, address, and telephone number to Beth Schlenoff, *Education Week,* 1333 New Hampshire Ave. N.W., Washington, D.C. 20036. 8" by 10" glossy prints are preferable, but not required. Please do not send slides. Materials will not be returned unless a self-addressed stamped envelope is included.

COLLEGES

One of the members of the U. S. Education Department's task force on undergraduate education warned recently that colleges and universities must take a long-range view of faculty development because they will have to hire as many as 500,000 new faculty members in the next 25 years.

That estimate represents virtually the entire professoriate of higher education.

"We will be founding our institutions anew," said Howard R. Bowen, professor of economics and education at the Claremont Graduate School. Although the largest surge in hiring will take place a decade or more from now, Mr. Bowen said, new faculty members will be needed annually before then. Moreover, he said, it is not too early to ponder the implications of future demand since it takes about a decade to produce a doctoral-degree holder.

□

The executive bodies of the National Collegiate Athletic Association agreed this month to postpone any action to revise Proposition 48, the controversial rule that will in 1986 require freshman athletes to meet higher academic standards to participate in Division I athletics.

Division I includes the N.C.A.A.'s largest intercollegiate-sports powers, principally state universities.

On the basis of concerns expressed by many college officials, including the presidents of historically black colleges, N.C.A.A. leaders had earlier considered asking their members to approve several modifications to the rule at their annual meeting in January. But Ted C. Tow, executive director of the N.C.A.A., said the association's leaders concurred that the proposals should be studied further.

Meanwhile, the association is awaiting the Kansas Supreme Court's decision in a suit, brought by local officials of the county in which the N.C.A.A. has its headquarters, that contends the group should not be exempt from local property taxes. The officials say the N.C.A.A. is not an educational institution under the terms of the state's tax laws. Should it lose the case, the N.C.A.A. would be liable for about $60,000 in taxes and penalties.

□

College and university officials, who have been talking about enrollment declines for a decade and watching closely for them in recent years, this fall report these signs of changing demographics:

- Overall enrollment in American medical schools has dropped for the first time in 37 years—from 67,327 students last year to 67,016. And the number of entering medical students dropped this fall for the third year in a row, according to the Association of American Medical Colleges. Women's share of the enrollment, however, rose to 31.8 percent—from 24.3 percent in 1978-79.
- Law schools last year experienced their first enrollment decline since 1968, and applications for this fall were down as much as 20 percent in some instances, according to the Law School Admission Council. More than 80 percent of the institutions accredited by the American Bar Association reported a decrease in applications.
- Two-year colleges may experience their largest enrollment decline in more than 20 years this fall. Although national figures have not yet been compiled, some institutions have reported drops of more than 10 percent this fall, and officials of the American Association of Community and Junior Colleges are anticipating an overall decline of about 4 percent—despite growth at two-year institutions in some Sunbelt areas.

Some officials are saying that the pool of older, returning students that partially insulated the two-year institutions against the drop in the 18-to-22-year-old population is no longer as large.

□

State support for needy college students has jumped by an estimated 14 percent for this year, according to the preliminary results of a study by the National Association of State Scholarship and Grant Programs.

States will spend most of their student-aid funds, or about $1.2 billion, on need-based grants and scholarships for undergraduates, the study predicts. The states spent some $1 billion on such programs last year. Since 1978, according to the study, the average growth in state aid programs has been about 10 percent annually until this year.

□

The Ford Foundation has selected five urban community colleges to participate in a $1-million program intended to help students at such schools transfer to four-year institutions.

The five recipients were selected as having the strongest transfer programs from a group of 24 institutions that initially shared $600,000 in Ford grants to improve their support services for students. The original grants were to be used for counseling, identifying potential transfer students, and strengthening the curriculum in ways that would aid such students.

The participating schools include La Guardia Community College, New York City; Community College of Philadelphia; Miami Dade Community College; South Mountain Community College, Phoenix; and Cuyahoga Community College, Cleveland.

□

A young electronics expert who spent three years studying how to capture television signals from the Soviet Union has helped Columbia University establish the first such campus-based monitoring system in this country. The first Russian television images received this fall included interviews with steel workers and a wheat farmer, and views of dancers and bicyclists in a gym.

Columbia officials report that students and scholars in its Russian studies program have been coming in early and staying late to see the some 15 hours of live programs from Moscow that are received daily.

□

The University of California at Los Angeles has become the first institution in the California university system to establish an interdisciplinary center for the study of women and issues related to women.

—M.M.

DATABANK

The Class of 1980, Two Years Later

As of two years after their graduation, some 63 percent of the members of the senior class of 1980 had enrolled in some sort of postsecondary training; another 8 percent, however, were unemployed.

Those are among the findings of the first follow-up survey by the National Center for Education Statistics in its major longitudinal study of high-school students, "High School and Beyond."

The follow-up survey for the national study of 58,000 students involved about 12,000 seniors out of the original 28,000. A similar follow-up survey of those who were sophomores in 1980 will be released next month.

Of the 1980 seniors in some kind of postsecondary institution, 35 percent attended a four-year college, 25 percent a two-year college, and 8 percent, a vocational or technical school. The percentages were just about even for men and women, the study noted.

Some 75 percent of the 1980 seniors who had entered a four-year college by June 1981 stayed in the same college through February 1982, while 15 percent transferred and 10 percent withdrew, according to the follow-up data. Students from low-income backgrounds were less likely than students from high-income backgrounds to enter a four-year college and more likely to withdraw once enrolled, the survey noted.

More men entered the engineering, physical sciences, or mathematics fields, while more women entered the traditionally female-dominated fields of health and education. Education attracted only about 5 percent of the seniors from the top quartile, while 12 percent from the bottom quartile went into that field; a similar pattern characterized the business field, where 21 percent from the top quartile entered the major, compared with 32 percent from the bottom quartile.

The survey also found that 40 percent of the students from the Northeast entered four-year colleges, compared with 26 percent of those in the West; 38 percent of the students in the West entered two-year colleges, compared with 20 to 23 percent in other regions of the nation.

For those graduates who sought jobs rather than college, "the high unemployment rate was a major problem," the report noted. "[T]he 1980 graduate experienced fierce competition from a large pool of slightly older adults during a period of limited job opportunities."

The study found that the unemployment rate for 1980 seniors started out at 18 percent in June 1980 but "dropped quickly to 8 percent that fall and remained fairly constant at the 7-to-9-percent level through February 1982."

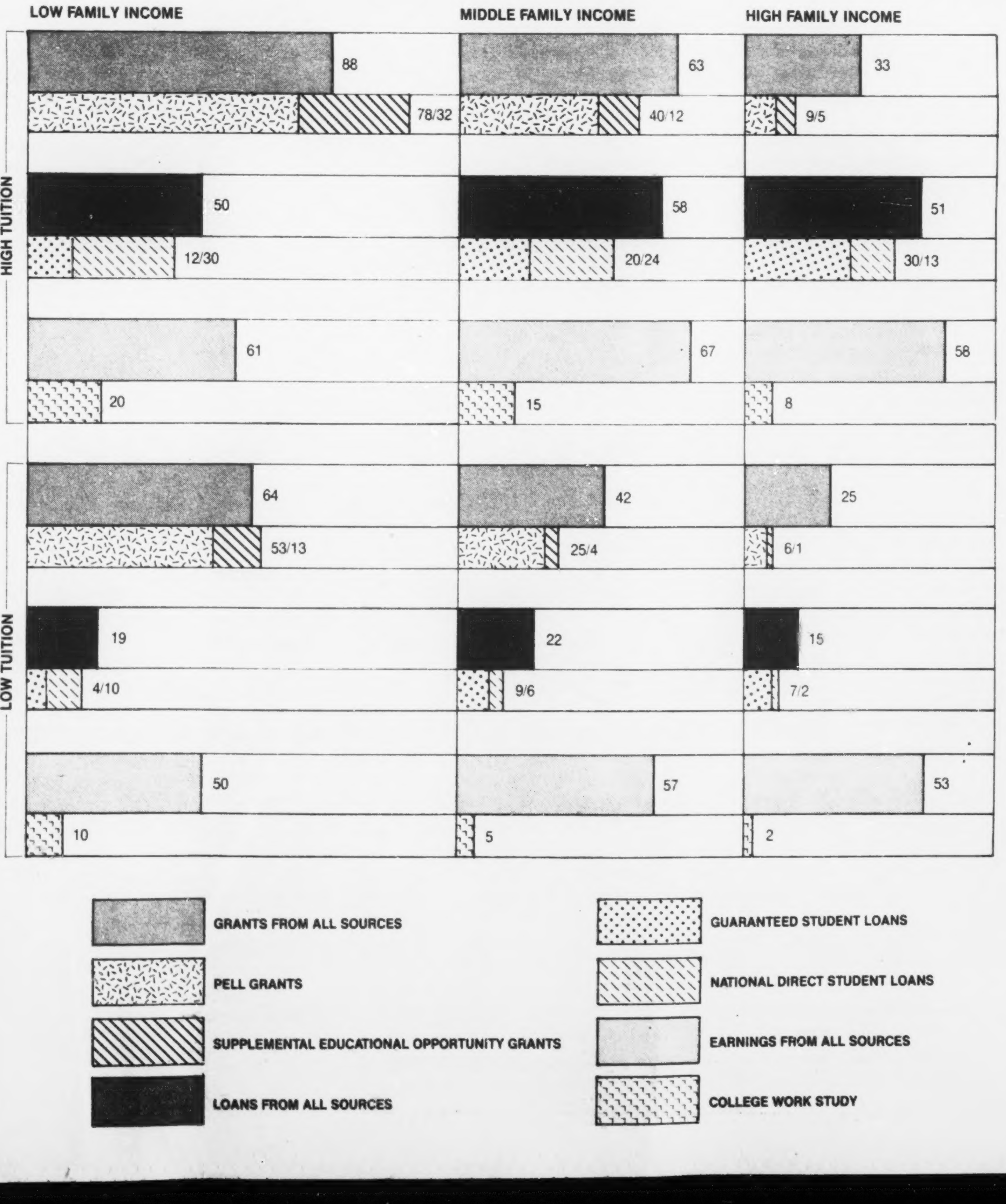
On the average, "1980 seniors felt better about themselves in the spring of 1982 than they did when they were high-school seniors," the survey showed. There was a major shift toward "placing a higher value on family goals," and some 16 percent of the women and 8 percent of the men had married.

The study also found that there was a "growth in interest in correcting social and economic inequalities," but the respondents' "desire to be a community leader" decreased somewhat, as did their "concern with having lots of money."

The National Center for Education Statistics plans to release a follow-up study of the 1980 sophomores and seniors every two years for the next 10 years.

—A.T.

Percentage of 1980 Seniors Participating in Postsecondary Education Who Received Financial Aid



Percentages of 1980 Seniors Who Had Entered Postsecondary Education: February 1982

Characteristics	Total[1]	4-year college	2-year college	Vocational/ technical institutions
All persons	63	35[2]	25[3]	8[4]
Sex:				
Male	59	34	23	6
Female	66	36	26	9
Racial/ethnic group:				
Hispanic	52	20	28	9
Black	60	33	20	11
White	64	37	25	7
Asian American	86	51	37	4
American Indian	53	20	22	14
Socioeconomic status (SES):				
High	86	61	27	5
Middle	63	32	27	8
Low	46	19	20	9
Cognitive test performance:				
High	88	69	21	4
Middle	65	33	30	8
Low	40	11	20	11
High-school program:				
Academic	86	64	24	5
General	55	24	27	9
Vocational/technical	44	11	25	11
Region:				
Northeast	63	40	20	8
South	59	34	22	7
North Central	64	38	23	9
West	66	26	38	8

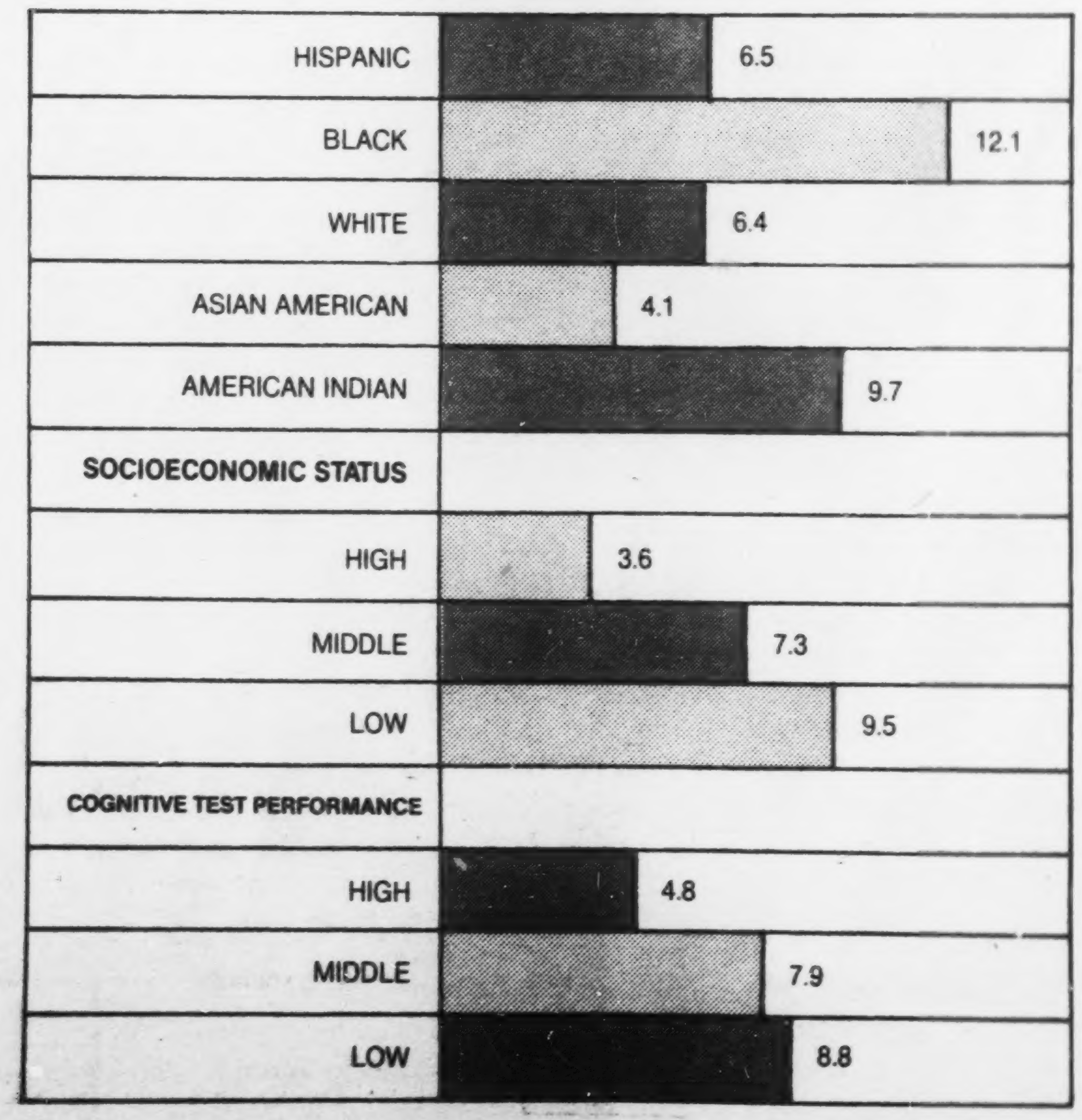
[1] Sum of details can exceed totals because some respondents entered more than one type of institution.
[2] Of these, 31 percent were immediate entry, i.e. by October 1980.
[3] Of these, 18 percent were immediate entry.
[4] Of these, 5 percent were immediate entry.

Percentages of 1980 Seniors in Specified Activities: October 1980 and October 1981

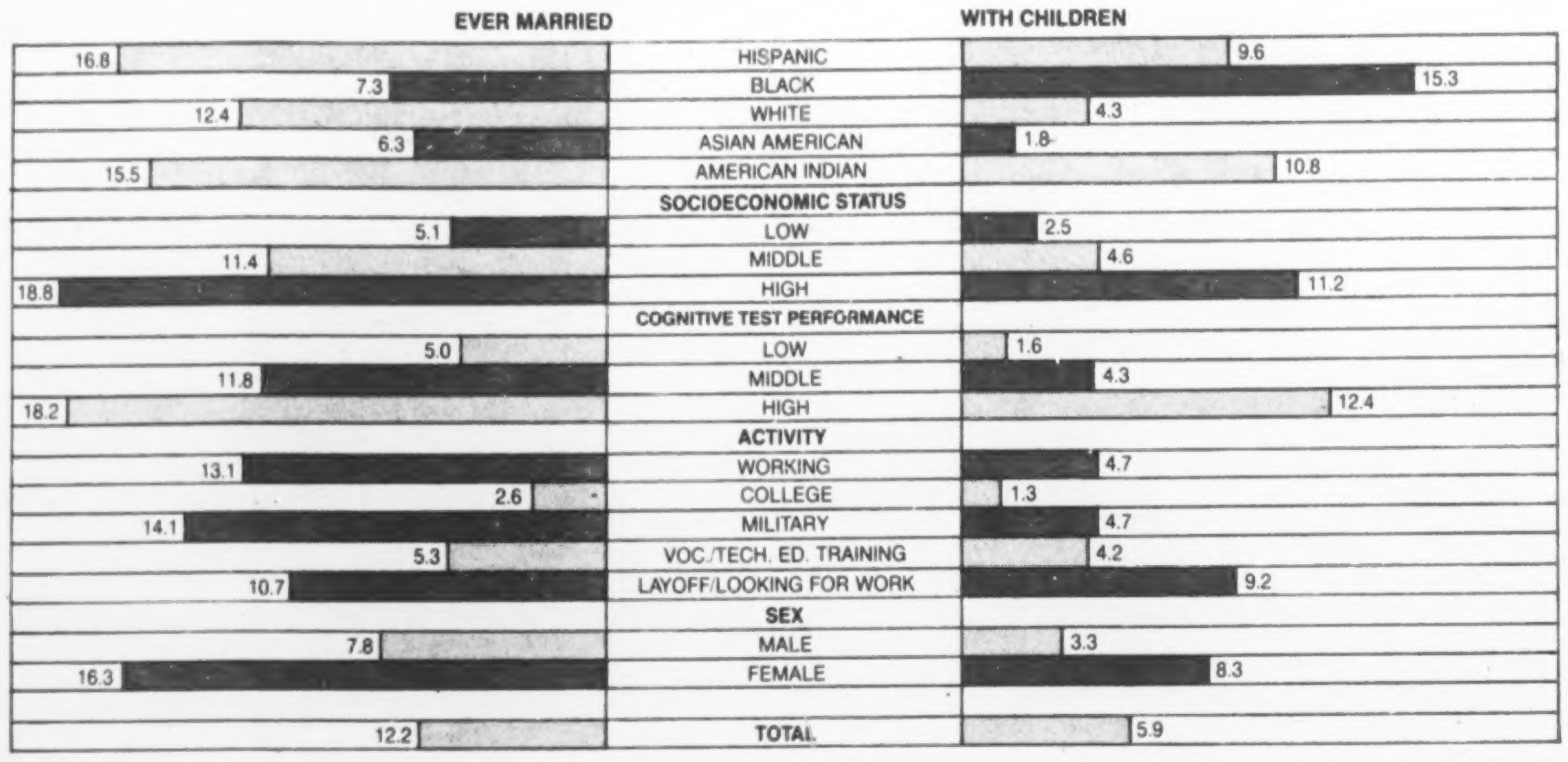
Activity[1]	Males October 1980	Males October 1981	Females October 1980	Females October 1981
Participation in postsecondary education:				
Four-year college	30	29	32	31
Two-year college	16	16	18	16
Vocational/technical and other	3	3	5	4
Participation in labor force:				
Full-time employment[2]	45	49	33	38
Part-time employment	21	20	28	28
Unemployed and looking for work	8	8	12	10
On-the-job or other training:	4	5	4	5
Military service	4	6	1	1
Homemaking (no other job)	—	0	—	6
Taking a break from work and/or school	—	2	—	2

[1] Persons could be participating in more than one activity at the same time.
[2] Full-time employment means working 34 or more hours per week.
Note: — Indicates information is not available.

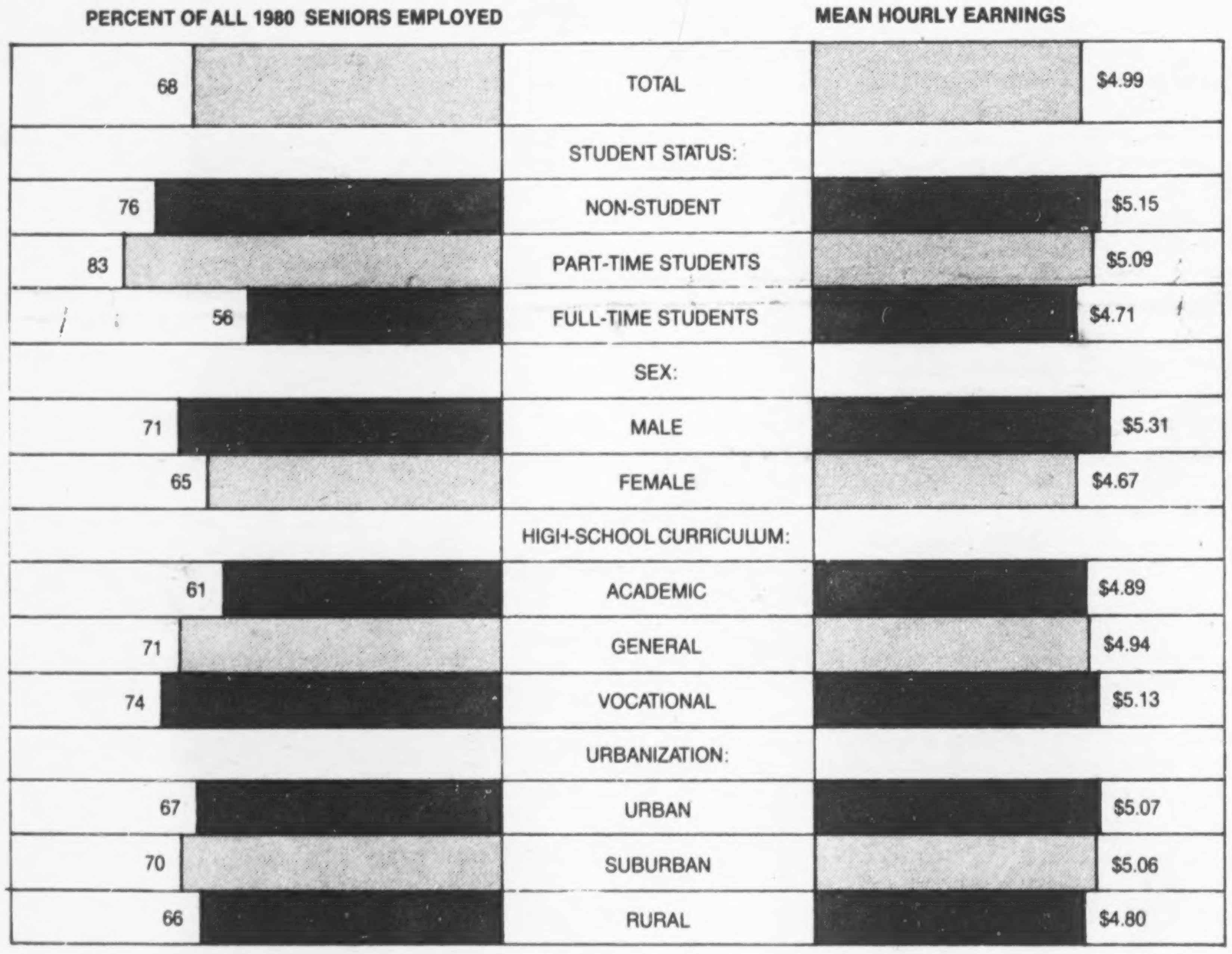
Percentage of 1980 Male Seniors Who Entered Military Service



Percentage of 1980 High School Seniors Ever Married and with Children, Spring 1982



Employment and Earnings of 1980 Seniors, February 1982



Percentages of College Students in Specified Fields of Study, February 1982

Field of study	All Students	Male	Female	Cognitive test performance: High	Middle	Low	High-school program: Academic	General	Vocational, technical
All fields	100[1]	100	100	100	100	100	100	100	100
Arts & sciences:									
Humanities, fine arts[2]	7	7	7	8	6	5	7	7	5
Biological sciences	3	3	2	3	2	2	3	1	1
Physical sciences, mathematics	3	5	2	6	2	1	4	3	1
Social sciences	6	5	6	7	5	8	7	5	5
Other arts & sciences[3]	5	5	5	6	5	7	5	5	4
Applied fields:									
Business	27	29	26	21	31	32	23	31	40
Education	8	3	13	5	10	12	7	11	5
Engineering	10	18	3	16	7	4	12	6	10
Computer science	5	6	5	5	6	6	6	4	5
Health	7	2	12	5	8	8	7	6	7
Pre-professional	4	5	4	6	4	3	5	4	2
Other applied fields[4]	8	7	8	6	10	6	7	10	10
Other fields[5]:	6	6	6	6	6	8	6	7	6

[1] Details may not add to 100 because of rounding.
[2] Includes: art, English, ethnic studies, foreign languages, interdisciplinary studies, music, philosophy, and religion.
[3] Includes architecture and psychology.
[4] Includes agriculture, communications, and home economics.
[5] Includes all other fields that were not classified.

Source: National Center for Education Statistics.

R4800-2

MAKING A START

Former Secretary of Education Terrel H. Bell says his department's release of its second annual state-by-state analysis of educational resources and outcomes indicates the start of an "academic turnaround," but he warns that it is too early to claim an "academic recovery."

See Pages 10 and 12.

TAKING A STAND

Distressed by a recent upsurge in shootings and violent criminal assaults involving school-age youths in Detroit, Mayor Coleman A. Young has announced tough new security measures that include strengthened security forces and unannounced searches of students.

See Page 9.

SEEKING A RULING

As educators seek to implement the new Equal Access Act without acting counter to federal-court decisions, the Administration has asked the Supreme Court to reverse a lower-court ruling barring meetings by a student religious group in a Pennsylvania high school.

See Page 10.

EDUCATION WEEK

American Education's Newspaper of Record

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CHANGING COURSE

The Emerging Issues of School Reform

Calif. Launches Ambitious Plan to Assess Schools

By Thomas Toch

Anxious to pay its taxpayers dividends for their billion-dollar investment in school reform and to focus educators' attention on academic subjects, California is launching a comprehensive plan to measure and publicize the performance of each of its 7,300 public schools.

Created by Bill Honig, the state's superintendent of public instruction, the statewide "accountability program" will rank schools with students of similar socio-economic backgrounds in up to 42 different categories, ranging from the percentage of students given at least one writing assignment a week to the performance of graduates during their first year of college.

The program, described by Mr. Honig as "unprecedented" in its scope. will include separate categories for high schools, junior high schools, and elementary schools.

'Performance Reports'

The first of what will be annual "performance reports" are scheduled to be mailed to California schools this spring, at a cost of $40,000. Most of the state's high schools have already received a preliminary report that marks their current standing statewide and compares them with other schools in their classification. It also includes state-set targets for each standard over the next six years.

Elementary and junior high schools are scheduled to receive similar preliminary reports within the next few weeks. And this

Continued on Page 17

Bill Honig

Governors Warned School Reform May be a Two-Edged Sword

By Thomas Toch

A cadre of the nation's governors has devoted an unprecedented amount of time and energy to promoting improvements in public education in recent years. But by becoming highly visible advocates of reform, they have also become obvious targets of the criticism that will emerge if evidence of improvements in the classroom is not forthcoming.

So reasons the author of a paper commissioned for the 50 governors and their senior advisors by the Council of State Planning Agencies, a membership organization of gubernatorial aides that is affiliated with the National Governors Association.

Jack A. Brizius, who directed policy-research activities at the N.G.A. for several years, cautions in a draft of his paper on the education issues ahead for governors that if they are not prepared for changes in the political climate, their greatly expanded advocacy of reform in education could hurt them politically.

A combination of factors—including the desire of the Reagan Administration to relinquish much of its policymaking authority in education to the states, the popularity of school reform as a political issue, and the emergence of education as a key element in state plans to revitalize their economies—has contributed to the emergence of the so-called "education governors."

Other observers of the reform movement have suggested that if the governors' credibility were damaged, or if they diminished their role in the reform movement in an effort to deflect criticism elsewhere, school reformers might lose some of their strongest allies.

Continued on Page 11

Merit-Pay Schemes Rejected as 'Panaceas' for Schools' Woes

By Cindy Currence

Based on the poor track record of merit-pay and career-ladder plans, authors of a report released this week have concluded that such plans are ineffective and simplistic approaches to the complex problems of public education.

The report, prepared by the Association for Supervision and Curriculum Development for its 63,000 members, cautions educators against looking at merit pay as a "panacea" to the problems of public education.

"To propose a system that has established such an abysmal record of failure, a proponent must be totally ignorant of its past, hopelessly optimistic about its future, or innovative enough in the present to avoid the pratfalls of previous programs," write the authors of the report, "Incentives for Excellence in America's Schools."

The report was produced by a task force that included representatives from higher education, the National Education Association, the American Federation of Teachers, and the A.S.C.D.

Merit-pay programs may work well as part of a solution, the report states, but must be placed in the broader context of "human-resource development."

"Comprehensive changes that promote effective management of schools and professional growth of teachers will prove more likely to positively influence teaching performance than any merit-pay programs that might succeed," the report states.

According to Gordon Cawelti, executive director of the A.S.C.D., the report is "in keeping" with several current studies of successful corporations in the private sector.

Continued on Page 16

School-Malpractice Theory Rejected By N.Y. Court

Rulings Follow Trend Started in Mid-1970's

By Alina Tugend

New York State's highest court, ruling on two cases in which children were allegedly misdiagnosed as retarded, last month rejected in one case the concept of "educational malpractice" as legal grounds on which to redress such plaintiffs' grievances against public agencies.

In the other case, however, it found that the misdiagnosis by a public institution of a deaf boy as retarded constituted "medical malpractice."

Since the first widely publicized case in which a claim of educational malpractice was made—a 1976 California suit brought by a high-school graduate who charged he was illiterate—state courts, including New York's, have continued to turn away the idea that any ill effects of education can be defined to be the result of "malpractice" by educators.

Continued on Page 14

Bell's Replacement 'On Hold'; Budget Nears Completion

By James Hertling

WASHINGTON—President Reagan is unlikely to name a new secretary of education until after he gives final approval to the department's proposed fiscal 1986 budget, Administration and Congressional sources said last week.

Administration officials said they expect to complete work this week on education-spending proposals that would slash aid for postsecondary students but maintain current funding levels in most elementary- and secondary-education programs for the year that begins next Oct. 1. The President will send his budget to the Congress late this month or early next month.

Mr. Reagan has discussed with his aides several possible successors to former Education Secretary Terrel H. Bell but has given no indication of when a new secretary will be appointed, said Marlin Fitzwater, a White House spokesman. "It could happen at any minute; it could happen in a few

Continued on Page 17

IN SUMMARY

Asbestos Suits
New York City and the District of Columbia join a growing number of cities in filing multimillion-dollar suits against asbestos companies to recoup the costs of removing asbestos from schools. **Story on Page 6.**

An Exhortation on Reform
A national consortium of 32 school superintendents has called on the nation's education leaders to get on with the business of school reform before public interest in the issue lags. **Story on Page 6.**

Proposals in Michigan
A gubernatorial task force in Michigan has presented Governor Blanchard with a set of recommendations for immediate improvements rather than long-range planning. **Story on Page 8.**

Legislating in Pennsylvania
Despite union opposition, Governor Thornburgh has vetoed a bill that would have eliminated a new continuing-education requirement for future teachers. **Story on Page 8.**

Settlement in Chicago
Chicago teachers agreed to a 4.5-percent pay increase for school employees, part of a settlement with the school board that brought to an end the district's two-week strike. **Story on Page 8.**

Humanities Grants
The National Endowment for the Humanities has announced the first grant recipients in its $2-million initiative to improve the quality of teacher preparation in the humanities. **Story on Page 10.**

Child Care and the Schools
A Maine task force has recommended that public schools play a more active role in the provision of child care, by offering space and transportation for such programs. **Story on Page 16.**

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THE WEEK

FEDERAL

O.C.R. To Select Compliance-Review Sites Randomly

The Education Department's office for civil rights is conducting an experiment to determine whether it should randomly select schools and colleges for reviews of their compliance with laws prohibiting bias on the basis of race, sex, age, and handicap, the department announced last month.

Under current policy, the civil-rights office selects sites for such compliance reviews largely on the basis of survey data and on information provided by complainants, special-interest groups, the media, and the general public. The O.C.R. was criticized by civil-rights and education groups last fall for delaying its administration of the two biennial surveys of schools and school districts that it has traditionally used in the selection of compliance-review sites. *(See Education Week, Sept. 12, 1984.)*

In O.C.R.'s annual operation plan, published in the Dec. 14 *Federal Register*, the department said that 5 of its 10 regional civil-rights offices will be involved in the experimental program, which it said was designed "to provide greater flexibility in the targeting of institutions and to help validate O.C.R.'s current targeting methods." Offices in three regions will select sites for compliance reviews on a random basis exclusively and offices in two regions will employ random selection for 50 percent of their selections, the department said.

Administration Said 'Destroying' Chapter 1 Program

The Children's Defense Fund, calling for Congressional hearings on the federal compensatory-education program, has claimed in a "White Paper" that changes made under the Reagan Administration are "destroying the program."

Basing its findings on telephone interviews with Chapter 1 coordinators in 48 states, the privately funded interest group reported a 15-percent decline between 1979-80 and 1982-83 in the number of students served in the program; a dramatic decrease in parents' involvement; the virtual disappearance of federal oversight, guidance, and technical assistance to states and school districts; and a drastic reduction in state monitoring and guidance in 25 states.

In its paper, C.D.F. attributes the findings to funding cuts and legislative changes enacted at the start of the Reagan Administration. Chapter 1 of the Education Consolidation and Improvement Act of 1981—formerly Title I of the Elementary and Secondary Education Act—is the biggest federal precollegiate education program, funded at $3 billion for the current school year and $3.7 billion for the 1985-86 term.

Copies of the report, "An Interim Report on the Implementation of Chapter 1," are available for $4.75, plus $1 for postage, from C.D.F., 122 C St. N. W., Washington, D. C. 20001.

High Court Upholds Psychotherapy as 'Related Service'

The U. S. Supreme Court declined last month to review a federal appeals court's ruling requiring a New Jersey school district to pay for psychotherapy treatments for an emotionally disturbed 11-year-old child.

Without comment, the Court let stand the U. S. Court of Appeals for the Third Circuit's ruling last June in *Piscataway Township Board of Education* v. *T.G.* (Case No. 84-461). The appeals court held that the therapy provided to the child was part of an individualized education plan that was agreed upon by local education officials and the child's parents and thus was a "related service" under the Education for All Handicapped Children Act, P. L. 94-142. The cost of such services, the court said, must be assumed by the school board.

The school board had asked the Court to review the case in light of its decision last July in *Irving Independent School District* v. *Rowley*, in which it addressed the scope of "related services" that schools must provide to handicapped children under P. L. 94-142. In that case, the Justices held that a handicapped girl was entitled to catheterization of her bladder because the service did not have to be provided by a physician and because she could not benefit from special education without it. *(See Education Week, Aug. 22, 1984.)*

NATIONAL

Librarian of Congress Calls for New Effort To Abolish Illiteracy

Technology is not a threat to the book and may even help revitalize reading in America, Librarian of Congress Daniel J. Boorstin has concluded in a study of the changing role of books in society.

In "Books in Our Future," Mr. Boorstin calls "with cautious enthusiasm" for the enlistment of new technologies to strengthen the national commitment to books and reading. The study, conducted by the Center for the Book in the Library of Congress, was commissioned by the Congress and completed last month by two advisory committees.

Noting that the nation has failed to do everything it should to defeat the "twin menaces" of illiteracy and "aliteracy" (the word coined for the failure to read of those who can read), the commissioned report calls on the federal government and private organizations to join in setting a national goal of abolishing illiteracy in the United States by 1989, the bicentennial of the Constitution. In such an endeavor, Mr. Boorstin maintains, "new technologies are new allies" that can encourage new readers and provide useful information services.

"We must use all of our technologies to make the most of our inheritance, to move toward an American Renaissance of the Culture of the Book," the report contends.

To order a copy of the report, which is available for $2.50, write to the Superintendent of Documents, U. S. Government Printing Office, Washington, D. C. 20402.

N.E.A. Seeks To Strengthen Parent-School Ties

In an effort to bring parents closer to their children and their schools, the National Education Association this month will launch a "Teacher-Parent Partnership Project" in 12 school districts across the country.

Developed in conjunction with the Home and School Institute, a Washington, D. C.-based group that seeks to promote positive home-school relationships, the project will aim to stimulate parents' involvement by sending them information about learning activities they can help their children complete at home.

Every Friday, teachers in the 12 school districts will send parents sheets that describe these activities. Helping children organize a "study corner," decide what to watch on television, and prepare a calendar with important family dates are examples of such activities.

"These activities don't duplicate schoolwork; they supplement it by helping children develop learning skills and a sense of responsibility," said Mary Hatwood Futrell, president of N.E.A., at a press conference last month. The initial phase of the project will run for 12 weeks and involve 5,000 parents of 3rd-grade students, said Lyle Hamilton, an N.E.A. spokesman.

Rockefeller Group Announces Grants For Teacher Travel

The Rockefeller Foundation has established a three-year $1.5-million fellowship program for high-

WASHINGTON

Bell Perceives 'Academic Turnaround' In 50-State Chart of Reform Indicators

By Tom Mirga

WASHINGTON—The Education Department's second annual state-by-state analysis of resources allocated to education and the outcomes they produce indicates the beginning of an "academic turnaround" in the nation, former Secretary of Education Terrel H. Bell said in his final press conference here late last month.

But in releasing the latest version of what has come to be known as his "wall chart," Mr. Bell, sounding more like an economist than an educator, warned that "it is too early to claim an academic recovery." *(See Databank on page 12.)*

Good News, Bad News

"The good news . . . is that academic performance has generally improved since 1982," he said. Nationally, average scores on the Scholastic Aptitude Test and the American College Testing Program Assessment have gone up over the two-year period, but there has been a wide diversity among the states, Mr. Bell pointed out.

Sixteen states in which the greater number of students take the A.C.T. assessment experienced gains—but five experienced losses and seven experienced no change, he said. Likewise, 16 states in which the S.A.T. predominates experienced improvements, but five experienced losses and one experienced no change. (Washington State was not included in the tabulation because of the small number of students taking either test there.)

"The fact that 32 states improved—and only 10 declined—provides tangible evidence of the academic turnaround that has resulted from the higher standards and expectations we have set for ourselves over the past few years," said Mr. Bell. "But while we are encouraged that national test scores are inching up after 20 years of decline, there is as yet no cause for celebration. We still have a long way to go to recover our losses since the early 1960's."

Graduation Rates

Mr. Bell also noted that the percentage of students graduating from high school in the states had improved from 1982 to 1983, the latest years for which statistics are available. The national rate for 1983 was 73.9 percent, up about 1 percent from 1982. Graduation rates rose in 42 states and the District of Columbia but dropped in eight others.

At this rate, Mr. Bell acknowledged, the nation will not be able to meet President Reagan's election campaign challenge to educators to raise state graduation rates to 90 percent or better by 1990. At present, only Minnesota and Wisconsin have achieved that goal.

Nor will states be able to meet the President's challenge to regain at least half the losses of the last 20 years on the college-entrance examinations, he said. Only in the District of Columbia have average scores on the S.A.T. risen again to their level in 1972, the halfway year for test scores between 1963 and 1984.

Limitations Acknowledged

As he did last year, Mr. Bell acknowledged the limitations inherent in using average scores on the examinations and graduation rates as the only measures of states' educational outcomes. He urged readers of the chart "to look at each state in the full context of its population characteristics" when appraising its performance in meeting education needs.

When asked why the department decided to publish the data despite their limitations, Mr. Bell responded that "it is critical to keep the public interested in our progress in reforming education."

"To the extent that we can keep education before the people, we'll enhance our chances for success," he said. "We heighten public interest when we have a scoreboard."

Comparisons Accepted

The department's release of the wall chart last year ignited a vigorous debate among educators about the propriety and usefulness of com-

Continued on Page 14

N.E.H. Awards Four Teacher-Training Grants

By Sheppard Ranbom

The National Endowment for the Humanities has announced the first grant recipients in its special initiative to improve the quality of teacher preparation in the humanities.

The grants, which totaled about $450,000, went to four colleges. Officials said they marked a significant change in the priorities of the endowment, which previously provided funds mainly for inservice activities for experienced humanities teachers.

Up to $2 million has been authorized for distribution in fiscal 1985 under the new initiative.

Content vs. Methodology

The initiative, "Improving the Preparation of Teachers in the Humanities," was proposed by the N.E.H. chairman, William J. Bennett, last winter. At the time, he said he was convinced that teacher candidates needed to spend more time becoming masters of the subject areas they would teach and less time studying methodology.

There is a "critical national problem" in the training of teachers in the humanities, he said in announcing the new awards late last month. "For far too long, we have trained teachers to know all about *how* to teach and too little about *what* they teach in the humanities."

Collaborative Programs

The four colleges selected to receive the grant awards will develop or expand broadly based projects that involve collaboration between humanities scholars, teacher educators, teachers, and school administrators. The recipients are:

- The University of Kentucky—a $142,967 grant to develop a sequence of courses for majors in secondary education who plan to teach social studies or language arts. The program, which will stress the reading of classical works, is a cooperative effort between the university's honors program and the college of education. The university will also sponsor summer seminars in the humanities for high-school teachers and prospective supervising teachers of students in the program.
- Kenyon College—a $62,334 grant to expand a program that will develop college-level courses for high schools to be taught jointly by professors and teachers. The college will also develop, with additional support from the U. S. Education Department's Fund for the Improvement of Post-Secondary Education, a teacher-training link with the Bank Street School of Education in New York City in an effort to draw more liberal-arts majors into teaching.
- Middlebury College—a $72,285 grant to offer a summer humanities institute for teacher educators involved in the preparation of social-studies teachers. The institute, titled "Toward a More Perfect Union: Studies in American Federalism, 1781-1869," will expose the educators to the principal documents and significant commentaries from the Federalist Papers to the writings of de Tocqueville. It will also bring eminent scholars to the campus to lecture.
- University of Virginia—a $175,000 grant to develop and validate the Virginia Information Test, which is used in the state to measure students' levels of "cultural literacy." The project, headed by E. Donald Hirsch, attempts to define the essential information that is the foundation of cultural literacy and to determine whether possession of this information enhances students' ability to understand texts.

A 'Special Interest'

The new grant initiative is not a line-item category in the endowment's $140-million budget but rather an "area of special interest" that "cuts across several program lines," according to Richard Ekman, director of N.E.H.'s division of education programs. The endowment will now make its higher-education grants "more responsive" to applications that have as their goals "changes in teacher certification and training."

He said the teacher-preparation initiative adds a preservice dimension to the endowment's educational programs. "It is the first time we've done something this deliberate in the area of preservice education," Mr. Ekman said.

Other Education Efforts

The N.E.H. also funds several grant programs for already established teachers, including summer seminars for secondary-school teachers and humanities institutes for elementary and secondary teachers and principals.

According to Mr. Ekman, about one-third of the education division's $18-million budget goes to funding elementary- and secondary-education programs, with up to $4 million of that amount supporting institutes for principals and teachers. About $3 million is spent annually on summer seminars for secondary-school teachers, he said.

More Applications Sought

The endowment is seeking more applications from higher-education institutions wishing to develop humanities-education projects. According to Mr. Ekman, a good project would bring together methods courses handled by the education faculty and content courses taught by humanities faculty members. Besides bringing together two different parts of a college or university, projects may also work to establish links between the institution, the schools, and the state education agency, he explained.

For further information about the teacher-preparation initiative or other N.E.H. programs, write or call Richard Ekman, director of Division of Education Programs, National Endowment for the Humanities, 1100 Pennsylvania Ave., N. W., Washington, D. C. 20506, (202) 786-0373.

Justice Dept. Asks High Court To Review Equal-Access Case

By James Hertling

WASHINGTON—The Reagan Administration has asked the U. S. Supreme Court to reverse a federal appeals court's ruling barring meetings by a student religious group in a Williamsport, Pa., high school.

In a brief filed with the high court last month, the Justice Department said that the case would test the validity of the new federal Equal Access Act and that it "raises one of the most significant and hotly contested issues in the area of free speech and religion: whether high-school students wishing to meet for purposes of voluntary, student-initiated, and student-directed religious speech must be excluded from all forums within the high school otherwise available to all."

The controversial equal-access law—passed by the Congress last summer to guarantee student religious and political groups the right to meet on school grounds—runs counter to four federal appeals-court decisions; it is currently being questioned by state and local officials and tested in several new federal cases.

According to the Administration's "friend of the court" brief asking the Justices to hear the students' appeal in *Bender* v. *Williamsport*, the appellate court erred in its claim that high-school students may be more likely than college students to construe school-sanctioned meetings by a religious group as an endorsement by the school of religion.

The 2-1 majority of the U. S. Court of Appeals for the Third Circuit ruled that a high school, unlike a university, is not a "truly open" forum and that school authorities were within their rights to bar the religious group's meetings rather than risk an unconstitutional entanglement of church and state. *(See Education Week, Aug. 22, 1984.)*

Citing the Congressional report that accompanied the legislation, the Justice Department's brief says the Congress found "that high-school students are mature enough to understand the difference between school accommodation of religion and school endorsement."

In the *Bender* case, the divided circuit court reversed a 1983 ruling by the U. S. District Court for the Western District of Pennsylvania that upheld the right of the student religious group, called *Petros*, to meet in school. *Petros* had brought suit after officials at the Williamsport Area High School had banned its meetings in 1981.

Unusual Petition

The Justices may decide this month whether to hear the case, according to Samuel E. Ericcsson of the Christian Legal Society, who monitors the equal-access issue.

The Court has previously refused to hear appeals of similar circuit-court rulings—*Lubbock Civil Liberties Union* v. *Lubbock Independent School District* and *Brandon* v. *Board of Education of Guilderland*. Mr. Ericcsson said the government's petition for a hearing demonstrates the urgency of a Supreme Court decision on the issue.

Policy Dilemma Posed

Until the Supreme Court does decide the question, many school districts face a troublesome policy dilemma.

For instance, in the Spring Valley (Tex.) Independent School District near Houston, a high-school senior filed suit in U. S. District Court for the Southern District of Texas in November because the school board denied his Bible-study group permission to meet in school on Tuesday mornings before classes begin.

In *Amidei* v. *Spring Valley Independent School District*, the student, Anthony Amidei, charges that his group's right to meet is protected under the Equal Access Act. But the school board says it is bound by the Fifth Circuit Court's *Lubbock* decision and thus prohibits the Bible-study group from meeting, according to Mr. Ericcsson, who is the student's attorney.

Legal Advice

Robert B. Luce, legal counsel to the Vermont department of education, has advised superintendents there not to permit student religious groups to meet during curricular or extracurricular periods, despite the

Continued on Page 11

State Education Statistics: State Performance Outcomes, Resource Inputs, and Population Characteristics, 1982 and 1984

See related story on page 10. Footnotes on page 14.		PERFORMANCE OUTCOMES[1]																	RESOURCE INPUTS														POPULATION CHARACTERISTICS				
STATE		ACT (SCORES FOR 28 STATES)					SAT (SCORES FOR 22 STATES)					PRESIDENT'S CHALLENGE: TEST SCORE GAINS TO MEET PRESIDENT'S GOAL[5]				GRADUATION RATE[6]		PRESIDENT'S CHALLENGE: GRADUATION RATE GAINS TO MEET PRESIDENT'S 1990 GOAL OF 90%[7]	AVERAGE TEACHER SALARY ($)		PERFORMANCE — BASED TEACHER INCENTIVES IN STATE?[8]	PUPILS/TEACHER		PUPILS/ALL STAFF[9] (TEACHERS AND OTHER EMPLOYEES)		FEDERAL FUNDS AS PERCENT OF SCHOOL REVENUES		STATE COMP ED PROGRAM?[10]	CURRENT EXPENDITURES PER PUPIL		EXPENDITURES AS PCT OF INCOME PER CAPITA		PER CAPITA INCOME	PCT POVERTY AGES 5-17	MEDIAN YEARS EDUCATION OF ADULTS	MINORITY PERCENT OF ENROLLMENT	HANDICAPPED PERCENT OF ENROLLMENT[11]
		1984 SCORE (RANK OUT OF 28 STATES)	1984 PCT. OF HS GRADS. TAKING TEST (EST.)[3] (RANK OUT OF 28 STATES)	1982 SCORE (RANK OUT OF 28 STATES)	1982 PCT. OF HS GRADS. TAKING TEST (EST.)[4] (RANK OUT OF 28 STATES)	SCORE CHANGE 1982-1984 (RANK OUT OF 28 STATES)	1984 SCORE (RANK OUT OF 22 STATES)	1984 PCT. OF HS GRADS. TAKING TEST (EST.)[3] (RANK OUT OF 22 STATES)	1982 SCORE (RANK OUT OF 22 STATES)	1982 PCT. OF HS GRADS. TAKING TEST (EST.)[4] (RANK OUT OF 22 STATES)	SCORE CHANGE 1982-1984 (RANK OUT OF 22 STATES)	ACT		SAT																									
		(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	1990 (11)	1985 (12)	1990 (13)	1985 (14)	1983 (15)	1982 (16)	(17)	1983 (18)	1981 (19)	1984 (20)	1983 (21)	1982 (22)	1983 (23)	1982 (24)	1983 (25)	1982 (26)	1984 (27)	1983 (28)	1982 (29)	1983 (30)	1982 (31)	1983 (32)	1980 (33)	1980 (34)	1981 (35)	1984 (36)
ALABAMA	NUMBER (RANK)[2]	17.4 (25)T	58.7 (18)	17.2 (26)	55.3 (13)	+0.2 (5)T	-	-	-	-	-	+0.6	+0.1	-	-	67.4 (43)	67.1 (43)	+22.6	17,948 (37)	15,413 (35)	NO	20.3 (43)	20.7 (43)	11.0 (42)	10.6 (41)	12.1 (8)	14.9 (2)	NO	2,177 (42)	2,063 (43)	23.6 (34)	23.8 (30)	9,242 (46)	23.1 (3)T	12.2 (42)T	33.6 (11)	11.7 (12)
ALASKA	NUMBER (RANK)[2]	18.2 (18)	36.7 (26)	18.7 (12)T	31.5 (27)	-0.5 (28)	-	-	-	-	-	+1.4	+0.2	-	-	77.8 (23)	71.0 (38)	+12.2	34,510 (1)	29,000 (1)	NO	13.2 (1)	16.0 (8)T	9.4 (17)	8.1 (2)	7.7 (24)	7.5 (25)	NO	7,325 (1)	6,429 (1)	42.6 (1)	38.1 (1)	17,194 (1)	11.4 (38)	12.8 (1)T	28.4 (18)	11.3 (18)
ARIZONA	NUMBER (RANK)[2]	18.7 (15)T	41.8 (25)	18.7 (12)T	41.2 (25)	0.0 (17)T	-	-	-	-	-	+0.6	+0.1	-	-	68.4 (41)	72.4 (33)	+21.6	21,119 (20)	17,359 (21)	YES	19.5 (37)	19.8 (37)	10.2 (31)	10.1 (33)	9.6 (12)T	9.3 (15)	NO	2,524 (37)	2,462 (34)	23.7 (33)	24.5 (25)	10,656 (33)	15.8 (17)	12.7 (4)T	33.7 (10)	10.3 (36)
ARKANSAS	NUMBER (RANK)[2]	17.6 (22)T	61.4 (13)	17.7 (20)	56.3 (11)	-0.1 (24)T	-	-	-	-	-	+1.0	+0.2	-	-	76.2 (29)	74.7 (30)	+13.8	15,310 (49)	13,270 (49)	NO	18.2 (27)	18.6 (29)	9.8 (26)	9.9 (29)	13.4 (3)	13.9 (4)	NO	1,971 (50)	1,841 (50)	22.0 (44)	21.8 (43)	8,967 (50)	22.7 (5)	12.2 (42)T	23.5 (22)	11.3 (20)
CALIFORNIA	NUMBER (RANK)[2]	-	-	-	-	-	897 (6)T	39.1 (21)	899 (4)	38.4 (20)	- 2 (20)T	-	-	+60.0	+10.0	75.1 (34)	68.9 (39)	+14.9	23,614 (7)	19,648 (10)	YES	23.3 (50)	23.1 (50)	8.3 (4)	10.6 (42)	8.8 (18)	9.5 (14)	YES	2,733 (31)	2,671 (27)	20.6 (51)	21.2 (45)	13,257 (6)	14.2 (22)	12.7 (4)T	42.9 (8)	8.6 (48)
COLORADO	NUMBER (RANK)[2]	19.7 (5)	70.2 (6)	19.6 (5)	66.8 (4)	+0.1 (9)T	-	-	-	-	-	+0.2	+0.0	-	-	79.2 (19)	76.3 (22)	+10.8	23,276 (9)	17,734 (17)	YES	18.6 (30)	18.7 (30)	9.8 (24)	9.9 (28)	4.5 (47)T	5.3 (38)T	NO	3,171 (18)	2,914 (17)	24.8 (29)	23.8 (28)	12,770 (9)	10.8 (40)T	12.8 (1)T	22.1 (23)	8.4 (49)
CONNECTICUT	NUMBER (RANK)[2]	-	-	-	-	-	904 (4)	62.8 (1)	896 (6)T	69.1 (1)	+ 8 (3)T	-	-	+41.0	+ 6.8	77.9 (21)	71.2 (37)	+12.1	21,036 (21)	17,440 (20)	NO	14.8 (3)	15.0 (1)T	13.0 (47)	9.2 (11)	4.3 (49)T	4.9 (45)T	YES	3,636 (6)	3,189 (9)	24.4 (31)	22.9 (36)	14,895 (3)	10.4 (44)	12.6 (11)T	17.0 (27)	13.7 (5)
DELAWARE	NUMBER (RANK)[2]	-	-	-	-	-	902 (5)	48.2 (13)	897 (5)	49.5 (12)	+ 5 (10)	-	-	+41.0	+ 6.8	88.9 (3)	81.8 (9)	+ 1.1	20,625 (22)	18,025 (16)	NO	17.5 (22)	17.8 (22)T	9.1 (11)	9.5 (17)	8.9 (16)T	10.4 (12)	NO	3,456 (9)	3,198 (8)	27.3 (15)	26.8 (15)	12,665 (10)	14.6 (20)	12.5 (22)T	28.8 (16)	16.4 (1)
DIST. OF COLUMBIA	NUMBER (RANK)[2]	-	-	-	-	-	823 (20)	49.9 (10)	821 (21)	53.2 (8)	+ 2 (13)T	-	-	[12]	[12]	58.4 (50)	55.8 (50)	+31.6	25,610 (3)	22,883 (2)	YES	17.2 (17)	18.5 (26)T	9.1 (8)	9.0 (10)	13.1 (4)	13.1 (6)	NO	4,260 (3)	3,792 (3)	27.1 (16)	25.7 (19)	15,744 (2)	26.3 (2)	12.7 (4)T	96.4 (1)	8.1 (50)
FLORIDA	NUMBER (RANK)[2]	-	-	-	-	-	890 (12)	39.5 (20)	889 (9)T	37.5 (21)	+ 1 (16)	-	-	+51.0	+ 8.5	65.5 (47)	65.4 (46)	+24.5	18,275 (35)	15,563 (32)	YES	17.8 (23)	19.9 (38)T	9.2 (13)	9.5 (18)	8.4 (21)	8.4 (21)T	YES	2,680 (33)	2,528 (31)	23.1 (36)	23.1 (33)	11,593 (23)	17.7 (16)	12.5 (22)T	32.2 (13)	10.6 (30)
GEORGIA	NUMBER (RANK)[2]	-	-	-	-	-	822 (21)	48.2 (12)	823 (20)	49.1 (14)	- 1 (18)T	-	-	+12.0	+ 2.0	65.9 (46)	-	+24.1	13,040 (51)	15,444 (33)	NO	18.6 (33)	18.8 (31)T	9.5 (21)	10.3 (35)	9.8 (11)	10.7 (11)	YES	2,169 (43)	1,862 (48)	20.9 (50)	19.3 (51)	10,379 (35)	20.5 (9)	12.2 (42)T	34.3 (9)	10.4 (35)
HAWAII	NUMBER (RANK)[2]	-	-	-	-	-	869 (16)	48.3 (11)	857 (18)	47.2 (15)	+12 (2)	-	-	+52.0	+ 8.7	82.2 (14)	84.2 (4)	+ 7.8	24,319 (5)	20,993 (4)	NO	22.9 (49)	22.7 (48)	10.6 (38)	10.8 (45)	11.9 (9)	11.7 (9)	NO	3,239 (15)	2,862 (19)	26.7 (17)	24.7 (23)	12,114 (16)	11.7 (36)	12.7 (4)T	75.2 (2)	7.9 (51)
IDAHO	NUMBER (RANK)[2]	18.9 (11)	59.2 (15)	18.9 (10)T	55.2 (14)	0.0 (17)T	-	-	-	-	-	+1.0	+0.2	-	-	77.9 (22)	76.9 (19)	+12.1	17,685 (39)	15,146 (37)	YES	20.7 (44)	20.9 (45)	13.3 (49)	13.3 (50)	9.1 (15)	8.2 (23)	NO	2,052 (46)	1,996 (44)	21.5 (47)	22.1 (41)	9,555 (43)	13.4 (26)	12.6 (11)T	8.2 (40)	8.7 (47)
ILLINOIS	NUMBER (RANK)[2]	18.7 (15)T	71.5 (5)	18.6 (16)	67.4 (3)	+0.1 (9)T	-	-	-	-	-	+1.1	+0.2	-	-	77.1 (26)	74.8 (28)	+12.9	22,972 (11)	19,518 (11)	NO	18.0 (25)	18.5 (26)T	10.4 (33)	11.5 (47)	4.9 (42)T	4.3 (49)	YES	3,100 (19)	2,936 (15)	25.0 (26)	24.4 (26)	12,405 (12)	14.1 (23)	12.5 (22)T	28.6 (17)	13.9 (4)
INDIANA	NUMBER (RANK)[2]	-	-	-	-	-	864 (18)	44.7 (18)	860 (17)	47.1 (16)	+ 4 (11)	-	-	+42.0	+ 7.0	78.3 (20)	76.9 (21)	+11.7	20,347 (23)	16,876 (24)	NO	19.8 (40)	20.0 (40)	10.1 (30)	10.2 (34)	4.3 (49)T	4.1 (50)	NO	2,414 (41)	2,306 (38)	23.0 (37)	23.0 (34)	10,476 (34)	11.0 (39)	12.4 (35)T	12.0 (34)	10.5 (34)
IOWA	NUMBER (RANK)[2]	20.2 (2)T	58.9 (16)	20.3 (2)	54.5 (15)	-0.1 (24)T	-	-	-	-	-	+1.8	+0.3	-	-	88.0 (4)	85.8 (3)	+ 2.0	19,402 (29)	16,150 (27)	NO	15.7 (8)	16.5 (11)T	7.6 (1)	9.0 (9)	5.1 (39)	5.2 (41)T	NO	3,095 (20)	2,826 (21)	28.9 (11)	26.6 (17)	10,705 (32)	10.8 (40)T	12.5 (22)T	4.1 (47)	11.4 (17)
KANSAS	NUMBER (RANK)[2]	19.2 (8)T	63.5 (9)	18.9 (10)T	60.8 (8)	+0.3 (4)	-	-	-	-	-	+0.8	+0.1	-	-	82.5 (12)	80.9 (11)	+ 7.5	18,313 (34)	15,250 (36)	NO	15.6 (7)	15.7 (4)T	9.1 (9)	8.5 (4)	5.2 (36)T	5.3 (38)T	NO	3,058 (22)	2,815 (22)	25.0 (27)	23.8 (31)	12,247 (13)	10.7 (43)	12.6 (11)T	12.7 (32)	10.6 (31)
KENTUCKY	NUMBER (RANK)[2]	17.9 (19)T	62.0 (12)	17.5 (23)T	53.7 (16)	+0.4 (1)T	-	-	-	-	-	+0.5	+0.1	-	-	68.4 (42)	66.9 (44)	+21.6	18,384 (33)	15,580 (31)	NO	20.2 (42)	20.8 (44)	10.9 (40)	10.8 (44)	13.8 (2)	14.3 (3)	NO	2,100 (45)	1,857 (49)	22.3 (42)	20.4 (48)	9,397 (45)	21.2 (7)	12.1 (50)T	9.1 (38)	11.5 (14)
LOUISIANA	NUMBER (RANK)[2]	16.6 (27)	77.9 (2)	16.7 (27)	60.8 (9)	-0.1 (24)T	-	-	-	-	-	+1.4	+0.2	-	-	57.2 (51)	64.0 (48)	+32.8	18,416 (32)	14,900 (39)	NO	18.4 (29)	19.6 (35)	9.3 (14)	9.3 (12)	9.5 (14)	9.6 (13)	YES	2,739 (30)	2,829 (20)	26.7 (18)	28.1 (10)	10,270 (36)	23.1 (3)T	12.2 (42)T	43.4 (7)	10.9 (28)
MAINE	NUMBER (RANK)[2]	-	-	-	-	-	892 (11)	47.3 (15)	890 (8)	46.4 (18)	+ 2 (13)T	-	-	+39.0	+ 6.5	76.7 (27)	72.1 (34)	+13.3	16,248 (47)	13,994 (46)	YES	19.5 (38)	18.0 (24)	11.0 (41)	10.7 (43)	7.5 (27)	7.3 (26)	NO	2,458 (40)	2,205 (41)	25.0 (28)	23.8 (29)	9,847 (39)T	15.1 (18)T	12.5 (22)T	0.9 (51)	12.9 (8)
MARYLAND	NUMBER (RANK)[2]	-	-	-	-	-	897 (6)T	48.0 (14)	889 (9)T	50.3 (11)	+ 8 (3)T	-	-	+39.0	+ 6.5	81.4 (16)	75.6 (24)	+ 8.6	22,800 (13)	19,286 (12)	NO	18.3 (28)	18.5 (26)T	9.8 (25)	9.7 (23)	6.6 (28)	6.6 (30)	YES	3,445 (10)	3,235 (7)	26.5 (20)	26.3 (18)	12,994 (7)	11.9 (35)	12.5 (22)T	33.5 (12)	13.3 (7)
MASSACHUSETTS	NUMBER (RANK)[2]	-	-	-	-	-	896 (8)	62.6 (2)	888 (11)T	65.6 (2)	+ 8 (3)T	-	-	+37.0	+ 6.2	77.5 (24)	75.9 (23)	+12.5	21,841 (15)	18,288 (15)	NO	16.1 (12)	16.0 (8)T	10.0 (29)	9.7 (20)	5.0 (40)T	5.2 (41)T	NO	3,378 (11)	3,137 (11)	25.5 (24)	25.5 (20)	13,264 (5)	12.3 (33)	12.6 (11)T	10.7 (35)	15.9 (2)
MICHIGAN	NUMBER (RANK)[2]	18.8 (12)T	55.6 (19)	18.7 (12)	51.4 (18)	+0.1 (9)T	-	-	-	-	-	+0.3	+0.1	-	-	73.4 (36)	72.7 (32)	+16.6	25,712 (2)	21,057 (3)	NO	21.9 (48)	22.9 (49)	10.6 (37)	11.3 (46)	5.2 (36)T	6.5 (31)	YES	3,307 (13)	3,145 (10)	28.8 (12)	29.3 (5)	11,466 (24)	12.4 (32)	12.5 (22)T	21.3 (24)	9.1 (44)
MINNESOTA	NUMBER (RANK)[2]	20.2 (2)T	28.6 (28)	20.2 (3)	26.9 (28)	0.0 (17)T	-	-	-	-	-	+1.2	+0.2	-	-	90.7 (2)	89.2 (1)	[13]	22,876 (12)	17,182 (22)	NO	18.0 (26)	17.1 (16)	9.9 (27)	9.9 (27)	4.8 (44)	4.7 (47)	NO	3,085 (21)	2,905 (18)	25.9 (22)	28.2 (9)	11,913 (18)	9.5 (48)	12.6 (11)T	5.9 (45)	11.2 (21)
MISSISSIPPI	NUMBER (RANK)[2]	15.6 (28)	86.2 (1)	15.5 (28)	74.4 (1)	+0.1 (9)T	-	-	-	-	-	+0.7	+0.1	-	-	63.7 (49)	63.0 (49)	+26.3	14,320 (50)	13,000 (51)	NO	18.6 (31)	19.3 (34)	9.5 (20)	9.7 (21)	17.5 (1)	21.0 (1)	NO	1,849 (51)	1,706 (51)	22.8 (39)	22.1 (42)	8,098 (51)	30.4 (1)	12.2 (42)T	51.6 (4)	11.1 (24)
MISSOURI	NUMBER (RANK)[2]	18.8 (12)T	51.3 (22)	18.7 (12)T	45.3 (23)	+0.1 (9)T	-	-	-	-	-	+1.3	+0.2	-	-	76.2 (30)	75.4 (25)	+13.8	17,521 (41)	15,422 (34)	NO	17.4 (21)	17.0 (15)	9.1 (10)	8.9 (7)	7.6 (25)T	8.4 (21)T	NO	2,468 (39)	2,342 (37)	22.5 (40)	22.5 (38)	10,969 (29)	14.0 (24)T	12.4 (35)T	14.8 (29)	12.3 (10)
MONTANA	NUMBER (RANK)[2]	19.4 (6)	52.6 (20)	19.5 (6)	49.5 (20)	-0.1 (24)T	-	-	-	-	-	+1.7	+0.3	-	-	83.1 (10)	82.2 (8)	+ 6.9	19,782 (27)	15,967 (28)	NO	16.0 (11)	16.5 (11)T	12.5 (45)	9.9 (30)	7.8 (23)	6.9 (27)T	NO	3,289 (14)	2,998 (14)	33.1 (4)	31.2 (4)	9,949 (38)	12.7 (30)	12.6 (11)T	12.1 (33)	10.1 (37)
NEBRASKA	NUMBER (RANK)[2]	20.1 (4)	77.1 (3)	19.9 (4)	73.0 (2)	+0.2 (5)T	-	-	-	-	-	+0.5	+0.1	-	-	84.1 (8)	83.6 (6)	+ 5.9	17,399 (42)	14,675 (41)	NO	15.5 (5)	15.7 (4)T	8.9 (7)	8.8 (6)	6.2 (29)T	6.9 (27)T	YES	2,984 (24)	2,704 (25)	26.6 (19)	24.8 (22)	11,212 (28)	11.6 (37)	12.6 (11)T	10.5 (36)	11.4 (16)
NEVADA	NUMBER (RANK)[2]	18.7 (15)T	45.6 (24)	18.3 (18)	44.5 (24)	+0.4 (1)T	-	-	-	-	-	+0.6	+0.1	-	-	74.6 (35)	75.3 (26)	+15.4	22,067 (14)	17,700 (18)	NO	20.9 (46)	21.1 (46)	18.3 (51)	13.0 (49)	5.4 (34)	5.0 (44)	NO	2,613 (36)	2,424 (35)	21.0 (49)	20.3 (49)	12,451 (11)	9.4 (49)	12.6 (11)T	18.9 (26)	9.0 (46)
NEW HAMPSHIRE	NUMBER (RANK)[2]	-	-	-	-	-	931 (1)	56.9 (5)	925 (1)	56.4 (6)	+ 6 (8)T	-	-	+41.0	+ 6.8	76.5 (28)	78.3 (13)	+13.5	16,549 (44)	13,273 (48)	NO	16.4 (13)	16.8 (13)T	13.0 (48)	10.4 (39)	4.9 (42)T	4.5 (48)	NO	2,750 (29)	2,502 (32)	22.9 (38)	22.5 (39)	12,021 (17)	8.9 (50)	12.6 (11)T	1.3 (49)	9.6 (42)
NEW JERSEY	NUMBER (RANK)[2]	-	-	-	-	-	876 (15)	60.6 (4)	869 (15)	64.7 (3)	+ 7 (7)	-	-	+40.0	+ 6.7	82.7 (11)	78.1 (15)	+ 7.3	21,536 (17)	18,300 (14)	YES	15.8 (10)	15.9 (7)	8.6 (5)	8.8 (5)	4.7 (45)T	4.9 (45)T	YES	4,007 (5)	3,515 (4)	28.4 (14)	26.7 (16)	14,122 (4)	13.3 (27)	12.5 (22)T	28.4 (19)	14.4 (3)
NEW MEXICO	NUMBER (RANK)[2]	17.6 (22)T	63.1 (10)	17.6 (21)T	56.5 (10)	0.0 (17)T	-	-	-	-	-	+0.8	+0.1	-	-	71.4 (38)	71.6 (36)	+18.6	20,187 (24)	16,948 (23)	NO	18.8 (34)	18.8 (31)T	9.9 (28)	9.8 (25)	12.4 (6)	11.3 (10)	NO	2,901 (25)	2,703 (26)	30.1 (9)	29.1 (6)	9,640 (42)	21.7 (6)	12.6 (11)T	57.0 (3)	10.1 (38)
NEW YORK	NUMBER (RANK)[2]	-	-	-	-	-	894 (9)T	61.3 (3)	896 (6)T	61.6 (4)	- 2 (20)T	-	-	+61.0	+10.2	66.7 (44)	66.3 (45)	+23.3	25,000 (4)	20,400 (7)	NO	18.8 (35)	17.6 (21)	9.1 (12)	9.5 (16)	5.3 (35)	5.9 (36)	YES	4,686 (2)	4,280 (2)	36.1 (2)	35.1 (2)	12,990 (8)	17.9 (14)	12.5 (22)T	32.0 (14)	10.5 (32)
NORTH CAROLINA	NUMBER (RANK)[2]	-	-	-	-	-	827 (19)	46.4 (16)	827 (19)	46.6 (17)	0 (17)	-	-	+22.0	+ 3.7	69.3 (40)	68.4 (41)	+20.7	17,585 (40)	15,858 (29)	NO	19.8 (41)	19.9 (38)T	10.3 (32)	10.4 (36)	12.2 (7)	11.9 (7)	YES	2,162 (44)	2,099 (42)	22.1 (43)	22.9 (35)	9,787 (41)	17.8 (15)	12.2 (42)T	31.9 (15)	11.2 (22)
NORTH DAKOTA	NUMBER (RANK)[2]	17.9 (19)T	62.4 (11)	17.8 (19)	64.5 (6)	+0.1 (9)T	-	-	-	-	-	+1.7	+0.3	-	-	94.8 (1)	87.3 (2)	[13]	18,774 (30)	14,881 (40)	NO	16.6 (14)	16.8 (13)T	9.5 (19)	9.7 (22)	8.9 (16)T	8.5 (20)	NO	2,853 (26)	2,729 (24)	24.5 (30)	25.1 (21)	11,666 (22)	14.0 (24)T	12.5 (22)T	3.5 (48)	9.9 (40)
OHIO	NUMBER (RANK)[2]	19.2 (8)T	50.3 (23)	19.0 (9)	49.2 (21)	+0.2 (5)T	-	-	-	-	-	+0.8	+0.1	-	-	82.2 (13)	77.5 (18)	+ 7.8	20,084 (25)	16,200 (26)	NO	19.8 (39)	19.7 (36)	10.4 (35)	10.4 (37)	5.2 (36)T	6.3 (32)T	YES	2,676 (34)	2,492 (33)	23.9 (32)	23.4 (32)	11,216 (27)	12.2 (34)	12.4 (35)T	14.7 (30)	11.0 (25)
OKLAHOMA	NUMBER (RANK)[2]	17.6 (22)T	58.7 (17)	17.6 (21)T	51.4 (19)	0.0 (17)T	-	-	-	-	-	+1.1	+0.2	-	-	79.6 (18)	77.6 (17)	+10.4	18,270 (36)	14,640 (43)	YES	17.0 (16)	17.2 (17)T	9.6 (22)	9.8 (24)	8.7 (19)	9.2 (16)	NO	2,805 (27)	2,667 (28)	25.6 (23)	24.1 (27)	10,963 (30)	15.1 (18)T	12.5 (22)T	20.8 (25)	11.1 (23)
OREGON	NUMBER (RANK)[2]	-	-	-	-	-	907 (2)T	43.6 (19)	908 (2)	41.7 (19)	- 1 (18)T	-	-	+31.0	+ 5.2	73.0 (37)	71.7 (35)	+17.0	21,746 (16)	18,500 (13)	NO	18.6 (32)	20.3 (41)	9.8 (23)	9.6 (19)	5.9 (32)	6.9 (27)T	NO	3,504 (8)	3,299 (6)	32.6 (5)	32.5 (3)	10,740 (31)	10.8 (40)T	12.7 (4)T	8.5 (39)	10.5 (33)
PENNSYLVANIA	NUMBER (RANK)[2]	-	-	-	-	-	887 (13)	50.9 (8)	885 (13)	51.4 (9)	+ 2 (13)T	-	-	+39.0	+ 6.5	79.7 (17)	78.8 (12)	+10.3	21,178 (19)	17,690 (19)	YES	17.2 (18)	17.3 (19)T	9.4 (16)	9.4 (14)	4.7 (45)T	5.3 (38)T	NO	3,329 (12)	3,050 (12)	29.1 (10)	27.9 (12)	11,448 (25)	13.2 (28)	12.4 (35)T	14.8 (28)	11.3 (19)
RHODE ISLAND	NUMBER (RANK)[2]	-	-	-	-	-	885 (14)	55.6 (6)	877 (14)	60.7 (5)	+ 8 (3)T	-	-	+42.0	+ 7.0	75.2 (33)	72.9 (31)	+14.8	23,175 (10)	19,803 (9)	NO	15.7 (9)	16.1 (10)	10.5 (36)	9.9 (31)	5.0 (40)T	5.1 (43)	YES	3,570 (7)	3,040 (13)	30.6 (6)	27.8 (13)	11,670 (21)	12.6 (31)	12.3 (41)	8.2 (41)	13.5 (6)
SOUTH CAROLINA	NUMBER (RANK)[2]	-	-	-	-	-	803 (22)	44.8 (17)	790 (22)	49.2 (13)	+13 (1)	-	-	+20.0	+ 3.3	66.2 (45)	64.3 (47)	+23.8	16,523 (45)	14,108 (44)	NO	18.9 (36)	19.0 (33)	10.4 (34)	10.4 (38)	8.6 (20)	8.6 (18)T	YES	2,017 (48)	1,876 (47)	22.0 (45)	21.8 (44)	9,187 (47)	20.7 (8)	12.1 (50)T	43.5 (6)	12.0 (11)
SOUTH DAKOTA	NUMBER (RANK)[2]	19.2 (8)T	69.7 (7)	19.1 (8)	61.7 (7)	+0.1 (9)T	-	-	-	-	-	+1.4	+0.2	-	-	85.0 (6)	83.9 (5)	+ 5.0	15,592 (48)	13,636 (47)	NO	15.5 (6)	15.8 (6)	8.7 (6)	9.0 (8)	11.5 (10)	11.8 (8)	NO	2,486 (38)	2,300 (39)	25.2 (25)	24.6 (24)	9,847 (39)T	19.4 (11)	12.5 (22)T	7.9 (42)	9.6 (41)
TENNESSEE	NUMBER (RANK)[2]	17.7 (21)	64.5 (8)	17.5 (23)T	56.3 (12)	+0.2 (5)T	-	-	-	-	-	+0.6	+0.1	-	-	65.1 (48)	68.9 (40)	+24.9	17,698 (38)	14,073 (45)	YES	20.9 (45)	20.5 (42)	10.6 (39)	10.4 (40)	12.8 (5)	13.2 (5)	NO	2,027 (47)	1,895 (46)	21.2 (48)	21.0 (47)	9,549 (44)	20.2 (10)	12.2 (42)T	24.6 (21)	12.6 (9)
TEXAS	NUMBER (RANK)[2]	-	-	-	-	-	866 (17)	33.0 (22)	868 (16)	32.4 (22)	- 2 (20)T	-	-	+55.0	+ 9.2	69.4 (39)	68.2 (42)	+20.6	19,550 (28)	15,715 (30)	YES	17.9 (24)	18.4 (25)	12.5 (46)	9.4 (13)	9.6 (12)T	8.6 (18)T	YES	2,731 (32)	2,229 (40)	23.4 (35)	19.6 (50)	11,685 (20)	18.4 (12)	12.4 (35)T	45.9 (5)	9.9 (39)
UTAH	NUMBER (RANK)[2]	18.8 (12)T	74.0 (4)	18.4 (17)	66.4 (5)	+0.4 (1)T	-	-	-	-	-	+0.9	+0.2	-	-	84.5 (7)	81.4 (10)	+ 5.5	19,859 (26)	16,612 (25)	YES	24.3 (51)	27.4 (51)	14.0 (50)	14.2 (51)	6.0 (31)	6.3 (32)T	YES	2,013 (49)	1,931 (45)	22.4 (41)	22.2 (40)	8,993 (49)	9.8 (46)	12.8 (1)T	7.3 (44)	10.9 (27)
VERMONT	NUMBER (RANK)[2]	-	-	-	-	-	907 (2)T	51.7 (7)	904 (3)	54.2 (7)	+ 3 (12)	-	-	+28.0	+ 4.7	85.0 (5)	77.7 (16)	+ 5.0	16,299 (46)	13,235 (50)	NO	13.9 (2)	15.3 (3)	7.6 (2)	8.2 (3)	5.5 (33)	6.3 (32)T	NO	3,051 (23)	2,763 (23)	30.6 (7)	29.0 (7)	9,979 (37)	13.0 (29)	12.6 (11)T	1.0 (50)	10.9 (26)
VIRGINIA	NUMBER (RANK)[2]	-	-	-	-	-	894 (9)T	50.1 (9)	888 (11)T	51.0 (10)	+ 6 (8)T	-	-	+25.0	+ 4.2	75.7 (31)	75.0 (27)	+14.3	18,535 (31)	14,649 (42)	YES	17.4 (19)	17.8 (22)T	9.5 (18)	9.8 (26)	7.6 (25)T	8.1 (24)	NO	2,620 (35)	2,397 (36)	21.6 (46)	21.1 (46)	12,116 (15)	14.4 (21)	12.4 (35)T	27.5 (20)	10.6 (29)
WASHINGTON	NUMBER (RANK)[2]	-	-	-	-	-	-	-	-	-	-	-	-	-	-	75.5 (32)	76.9 (20)	+14.5	23,485 (8)	20,702 (5)	NO	21.7 (47)	21.7 (47)	12.4 (43)	12.3 (48)	6.2 (29)T	6.0 (35)	YES	3,211 (17)	2,650 (29)	26.4 (21)	22.7 (37)	12,177 (14)	10.3 (45)	12.7 (4)T	14.1 (31)	9.1 (45)
WEST VIRGINIA	NUMBER (RANK)[2]	17.4 (25)T	52.4 (21)	17.4 (25)	48.5 (22)	0.0 (17)T	-	-	-	-	-	+1.4	+0.2	-	-	77.4 (25)	74.8 (29)	+12.6	17,322 (43)	14,948 (38)	NO	16.9 (15)	17.3 (19)T	9.3 (15)	9.4 (15)	8.3 (22)	8.7 (17)	NO	2,764 (28)	2,593 (30)	30.2 (8)	28.9 (8)	9,159 (48)	18.2 (13)	12.2 (42)T	4.3 (46)	11.5 (13)
WISCONSIN	NUMBER (RANK)[2]	20.4 (1)	35.2 (27)	20.4 (1)	32.0 (26)	0.0 (17)T	-	-	-	-	-	+0.3	+0.1	-	-	84.0 (9)	83.4 (7)	+ 6.0	21,496 (18)	20,062 (8)	NO	17.4 (20)	17.2 (17)T	12.4 (44)	10.0 (32)	4.5 (47)T	5.8 (37)	NO	3,237 (16)	2,935 (16)	28.5 (13)	27.2 (14)	11,352 (26)	9.6 (47)	12.5 (22)T	9.3 (37)	9.5 (43)
WYOMING	NUMBER (RANK)[2]	19.3 (7)	60.3 (14)	19.2 (7)	52.2 (17)	+0.1 (9)T	-	-	-	-	-	+1.3	+0.2	-	-	81.7 (15)	78.3 (16)	+ 8.3	23,822 (6)	20,438 (6)	NO	15.2 (4)	15.0 (1)T	7.9 (3)	8.0 (1)	3.1 (51)	3.2 (51)	NO	4,045 (4)	3,417 (5)	34.0 (3)	28.0 (11)	11,911 (19)	7.5 (51)	12.7 (4)T	7.5 (43)	11.4 (15)
U.S. AVERAGE	NUMBER	18.5	-	18.4	-	+0.1	897	-	893	-	+ 4	+0.6	+0.1	+42.0	+ 7.0	73.9	72.8	+16.1	20,603	17,360	-	18.7	18.9	9.9	10.0	7.1	7.5	-	2,948	2,724	25.3	24.5	11,658	15.3	12.5	26.7	10.9

Source: U.S. Education Department, Office of Planning, Budget, and Evaluation, Planning and Evaluation Service, January 1985.

Bell Claims 'Academic Turnaround'

Continued from Page 10

paring the states with each other with respect to educational progress. In general, however, educators now accept the inevitability of such comparisons and are taking steps to ensure that they are valid and meaningful.

Last November, for example, the Council of Chief State School Officers voted to reverse a longstanding policy and called for regular comparisons of the states' educational progress and the development of national achievement tests. The group also voted to establish a center to coordinate nationwide assessment activities. *(See Education Week, Nov. 21, 1984.)*

A few weeks prior to the C.C.S.S.O vote, the policy committee of the National Assessment of Educational Progress voted to allow states and localities on a voluntary basis to compare the educational progress of their students with those in other states and localities. Currently, the N.A.E.P., a Congressionally mandated program that regularly assesses the educational progress of 9-, 13-, and 17-year-olds, provides only a regional breakdown of test scores in comparison to national averages.

The Education Department is also attempting to sustain the current wave of education reform by providing the public with a means of assessing progress in the nation's schools. Several divisions of the department are in the final stages of preparing an "educational indicators" publication intended to focus on educational progress on the local, state, national, and international levels. *(See Education Week, Oct. 17, 1984.)*

FOOTNOTES FOR CHART ON PAGE 12

1. States appear in one of two test groups—that of the American College Test (ACT) or the Scholastic Aptitude Test (SAT)—depending upon which test is taken by most college-bound high school students in the State, except for Washington State. Washington State is not included because fewer than 20 percent of its high school students took either the ACT or SAT.

2. Explanation of rankings, where "T" designates a tie:

Column 1............From highest (1) to lowest (28) ACT score
Column 2............From highest (1) to lowest (28) percentage
Column 3............From highest (1) to lowest (28) ACT score
Column 4............From highest (1) to lowest (28) percentage
Column 5............From largest increase (1) to largest decrease (28) in scores between 1982 and 1984
Column 6............From highest (1) to lowest (22) SAT score
Column 7............From highest (1) to lowest (22) percentage
Column 8............From highest (1) to lowest (22) SAT score
Column 9............From highest (1) to lowest (22) percentage
Column 10...........From largest increase (1) to largest decrease (22) in scores between 1982 and 1984
Column 15 & 16...From highest (1) to lowest (51) graduation rate
Column 18 & 19...From highest (1) to lowest (51) salary
Column 21 & 22...From smallest (1) to largest (51) class size
Column 23 & 24...From smallest (1) to largest (51) ratio
Column 25 & 26...From highest (1) to lowest (51) percentage
Column 28 & 29...From highest (1) to lowest (51) expenditure
Column 30 & 31...From highest (1) to lowest (51) percentage
Column 32..........From highest (1) to lowest (51) income
Column 33..........From highest (1) to lowest (51) percentage
Column 34..........From highest (1) to lowest (51) years
Column 35..........From highest (1) to lowest (51) percentage
Column 36..........From highest (1) to lowest (51) percentage

3. The 1984 estimated percentage of high school graduates taking the ACT or SAT was calculated by dividing the number of 1984 ACT or SAT test takers by the number of 1983 public and 1980 private high school graduates. The number of 1984 high school graduates was not available.

4. The 1982 estimated percentage of high school graduates taking the ACT or SAT was calculated by dividing the number of 1982 ACT or SAT test takers by the number of 1982 public and 1980 private high school graduates.

5. The President's 1990 test score challenge is to regain at least half the test score losses since the 1960's by 1990. Since the national 1972 SAT score is about halfway between national SAT scores in 1963 and 1984, 1972 test scores were used as the 1990 test score improvement goal. The 1985 test score improvement goal is the annual amount needed to realize the 1990 goal.

6. Graduation rates are for public schools only because data on private high school graduates were not available. Graduation rate was calculated by dividing the number of public high school graduates by the public ninth grade enrollment four years earlier. Graduation rates are affected by population migration and students getting GEDs. However, information to adjust graduation rates for these factors is not currently available.

7. The President's graduation rate goal is 90 percent, from which was subtracted the 1983 graduation rate.

8. "Performance-based teacher incentives" includes master teacher, career ladder, and/or merit pay initiatives enacted or approved by States, including State authorized locally developed and piloted programs, as of October 1984.

9. Includes all professional and nonprofessional building and district level employees; does not include personnel for contracted services (because this information is not available) or State-level education personnel.

10. Includes all programs where the State allocates funds to school districts for the provision of services to special needs populations. Kentucky's program is to begin in the 1985-86 school year. In Pennsylvania, the program is to begin January 1985.

11. Includes all handicapped students counted under both P.L. 94-142 and P.L. 89-313.

12. D.C. has recovered its SAT losses since 1972. (See footnote 5 for explanation of 1990 & 1985 test scores challenges).

13. This State has met the President's 1990 graduation rate (90%) challenge.

YEAR AND SOURCES OF DATA, BY COLUMN:

Column 1......Individual State Education Agencies
Column 2......Individual State Education Agencies; NCES, Digest of Education Statistics, 1983-84
Column 3......Individual State Education Agencies
Column 4......Individual State Education Agencies; NCES, Public Elementary and Secondary Education in the United States, 1981-82: A Statistical Compendium; NCES, Digest of Education Statistics, 1983-84
Column 6......The College Board
Column 7......The College Board, Unpublished Data; Individual State Education Agencies; NCES, Digest of Education Statistics, 1983-84
Column 8......The College Board
Column 9......The College Board; NCES, Public Elementary and Secondary Education in the United States, 1981-82: A Statistical Compendium; NCES, Digest of Education Statistics, 1983-84
Column 15.....Individual State Education Agencies; NCES, Statistics of Public Elementary and Secondary School Systems, Fall 1979
Column 16.....NCES, Public Elementary and Secondary Education in the United States, 1981-82: A Statistical Compendium; NCES, Statistics of Public Elementary and Secondary School Systems, Fall 1978
Column 18.....Individual State Education Agencies
Column 19.....NCES, Estimates of Local Public School System Finances, 1980-81
Column 20.....Individual State Education Agencies
Column 21.....NCES, Unpublished Data; NCES, Preliminary Unpublished Data
Column 22.....NCES, Digest of Education Statistics, 1983-84
Column 23.....NCES, Unpublished Data; NCES, Preliminary Unpublished Data
Column 24.....NCES, Digest of Education Statistics, 1983-84
Column 25.....NCES, Unpublished Data
Column 26.....NCES, Public Elementary and Secondary Education in the United States, 1981-82: A Statistical Compendium
Column 27.....Winslow, H.R., and Peterson, S.M., "State Initiatives for Special Needs Populations," Bay Area Research Group, Palo Alto, SC, 1981; Individual State Education Agencies
Column 28.....NCES, Unpublished Data
Column 29.....NCES, The Condition of Education, 1984;
Column 30.....NCES, Unpublished Data; U.S. Bureau of Economic Analysis, Survey of Current Business, August 1984
Column 31.....NCES, The Condition of Education, 1984; U.S. Bureau of Economic Analysis, Survey of Current Business, August 1984
Column 32.....U.S. Bureau of Economic Analysis, Survey of Current Business, August 1984
Column 33.....U.S. Bureau of the Census, General Social and Economic Characteristics, December 1983
Column 34.....U.S. Bureau of the Census, General Social and Economic Characteristics, December 1983
Column 35.....NCES, Digest of Education Statistics, 1983-84
Column 36.....U.S. Department of Education, Office of Special Education and Rehabilitative Services; NCES, Preliminary Unpublished Data

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N.Y. Court Rejects Malpractice Theory

Continued from Page 1

But lawyers who have watched or been involved in the New York cases say the court's willingness to concede medical malpractice in the highly prescriptive realm of special education marks a narrow distinction between the two concepts that other cases are likely to test again. And they note that the prescriptive nature of regulations in the current school-reform movement could pave the way for suits arguing that schools did not carry out reform requirements. *(See accompanying story on this page.)*

Claim Rejected

In the first New York case, *Torres* v. *Little Flower Children's Services*, the New York Court of Appeals rejected, by a 4-3 decision, the claim of a Spanish-speaking student that he was illiterate because he had been misdiagnosed as retarded while in the care of a city agency. The plaintiff sought more than $2 million in damages from the city's social-services department and the institution in which he had lived as a young child.

Lawyers for Mr. Torres brought their claim on the grounds that the city agencies had failed to carry out their statutory requirement to provide him with an appropriate education. They did not charge the agency with educational malpractice. But lawyers for the city introduced the concept, contending that the plaintiffs' charge amounted to an unprovable claim of educational malpractice.

Lower Court's Decision Upheld

Upholding a lower court's decision, the high court said that previous state-court rulings agree that educational malpractice is not grounds for a lawsuit, holding that as a matter of public policy "the courts would not second-guess the professional judgments of public-school educators and administrators in selecting programs for particular students."

However, in the second case, *Snow* v. *The State of New York*, in which a deaf child was improperly placed in a class for the retarded, the high court affirmed a lower court's ruling that the claim was based on medical, rather than educational, malpractice. The plaintiff, Donald Snow, was awarded $1.5 million.

The *Snow* case will not be appealed, but lawyers for Mr. Torres said last week that they were weighing an appeal to the U. S. Supreme Court on due-process grounds.

Abandoned Child

Frank Torres, now 27, was abandoned by his mother when he was seven years old, court records indicate. The New York City Department of Social Services assumed responsibility for his care and placed him with the Little Flower Children's Services, a child-care agency.

The agency agreed to provide him with basic care and education as needed. When Mr. Torres came to Little Flower, he was fluent in Spanish but spoke no English. He was enrolled in a public school operated by the New York City Board of Education on the agency's grounds.

According to Marcia Lowry, the

Educational Malpractice: No Judicial Backers Yet

The two cases recently decided by the New York Court of Appeals, *Torres* v. *Little Flower Children's Services* and *Snow* v. *The State of New York*, are simply the latest in a string of lawsuits since the early 1970's that focus on the controversial issue of educational malpractice.

No lawsuit brought on such grounds has ever been won at the appellate level, authorities note, although in several states such cases have gone to the state's highest court.

The courts have consistently chosen not to become involved in evaluating educational practices. To do so, said New York's highest court in one precedent-setting case, *Donohue* v. *Copiague Union Free School District*, "would constitute blatant interference with the responsibility for the administration of the public-school system lodged by the Constitution and statute in school administrative agencies."

Public-Policy Basis

The courts have generally shied away from trying to rule on the nature of schooling on several grounds, according to Julie Underwood O'Hara, assistant professor of education law at the University of North Dakota.

The first, she said, is "the absence of a workable rule of care. In essence, the courts are saying, we don't really know what good teachers are supposed to do." The second is "an inherent uncertainty in the cause of why the child didn't learn." And the third is that "many courts have said that to find in favor of educational malpractice would put an unfair financial burden on the schools."

Particularly in the area of special education, Ms. O'Hara said, the courts have ruled that students and their parents have access to a specific administrative recourse to remedy any educational problems, and thus the problems should not be the jurisdiction of the court.

Experts point out that the broad educational-malpractice suits—such as the 1976 case *Peter W.* v. *The San Francisco Unified School District*, one of the most widely publicized—dealt with the failure of presumably ordinary students to learn, a phenomenon that made them much more difficult to litigate. The cases that may eventually force the courts to change their stance, they say, are those based on the misdiagnosis of special-education students, particularly since the implementation of P. L. 94-142, the Education for All Handicapped Children Act of 1975, which spells out specific state and federal procedures.

'Peter W.'

The case of *Peter W.*, which brought the issue of educational malpractice before the general public, was based on the plaintiff's allegation that he was passed from grade to grade but graduated without being taught to read beyond a 5th-grade level.

In that case, a California appellate court ruled that "the achievement of literacy in schools or its failure is influenced by a host of factors which affect the pupil subjectively from outside the formal teaching process, and beyond the control of its ministers. They may be physical, neurological, emotional, cultural, environmental; they may be present but not perceived, recognized but not identified."

'Leery of Awarding Damages'

"Courts are very leery of awarding damages in educational-negligence cases simply because of the complex factors in teaching and learning," said Martha McCarthy, president of the National Organization on Legal Problems of Education. The courts have ruled that it is too difficult to determine what "exact duty was breached," she said.

Precedent Setting

Two other significant educational-malpractice cases, both of which were ruled on by the New York Court of Appeals in 1979, were *Donohue* and *Hoffman* v. *Board of Education*.

In *Donohue*, as in *Peter W.*, a student sued his school district because he graduated from high school unable to read. He alleged that school officials failed to evaluate his mental ability or take adequate remedial measures to deal with his specific learning disability.

The court did not rule on the facts, but said that as a matter of public policy, the court should not entertain such claims.

The *Hoffman* case, decided shortly after *Donohue*, involved a student with a severe hearing defect. He was mistakenly diagnosed at the age of 5 as retarded. The school psychologist's recommendation for retesting within the next two years was ignored, and as a result, the student was taught in a class for retarded children.

However, when Mr. Hoffman graduated from high school, he was required to be retested in order to be eligible for Social Security benefits. He scored over 100 and consequently became ineligible to remain in an occupational-training program for the retarded.

Damages Awarded, Overturned

The *Hoffman* suit claimed that due to a school misdiagnosis, the student was both uneducated and unable to remain in the occupational-training program. Both the trial and appellate courts ruled in his favor and the appellate court awarded him $500,000 in damages, saying the case turned on a specific breach of duty—the failure to retest.

However, the state's highest court dismissed the case, saying "the courts of this state may not substitute their judgment, or the judgment of a jury, for the professional judgment of educators and government officials actually engaged in the complex and often delicate process of educating the many thousands of children in our schools."

"The courts have pretty much said that schools can't be held accountable for insuring that all students with varying abilities to learn attain a specified reading ability before high-school graduation," Ms.

R4803-2

THIS WEEK'S FORUM: PAGE 35

EXCELLENCE: A 50-STATE SURVEY

The school-reform movement continues to gain momentum, an *Education Week* survey of actions in the 50 states shows. Over the past two years, states have increased graduation requirements, raised teachers' salaries, expanded statewide testing, toughened teacher-certification requirements, and provided more financial support for the schools. For a summary of the survey and a state-by-state listing:

See Pages 11-30.

TEACHER RIGHTS

A federal appeals court, in what may be the first appellate decision of the kind, has ruled that failure to provide a tenured teacher with a hearing prior to dismissal is a violation of the teacher's due-process rights under the 14th Amendment.

See Page 6.

EDUCATION WEEK

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Reagan To Seek $3-Billion Cut In E.D. Budget

School Funds Steady; College Loans Slashed

By James Hertling

WASHINGTON—President Reagan proposes to cut the Education Department's budget by $3 billion, to $15.5 billion, for the year that begins Oct. 1, according to budget documents obtained last week.

The department spending plan was included in the President's proposed federal budget for fiscal 1986, which was sent to the Congress on Monday of this week.

Mr. Reagan had requested $15.5 billion for the department in the current fiscal year, but the Congress, which can accept or reject his proposals, approved a record $17.6 billion. That figure will probably rise to $18.5 billion mainly to cover the cost of guaranteed student loans, according to the Administration estimate.

At his Senate confirmation hearing last week, Secretary-designate of Education

Continued on Page 32

Student Bus Drivers No Longer Safe, Officials Argue

By Anne Bridgman

Prompted by an increase in the number of school-bus accidents involving student drivers, the superintendent of the Charlotte-Mecklenburg, N. C., school district has recommended that the system phase out its use of student drivers.

This month's announcement by Jay M. Robinson represents the first time a North Carolina district has attempted to break with the state's 50-year tradition of employing students in substantial numbers to drive school buses.

A handful of other North Carolina districts have announced their intention to increase the proportion of adult to student drivers—now at a 30-percent to 60-percent ratio. But Mr. Robinson is the first official to indicate an interest in removing all student drivers, according to Norfleet Gardner, director of the state's division of school-bus transportation.

The Charlotte-Mecklenburg district em-

Continued on Page 10

CHANGING COURSE
The Emerging Issues of School Reform

States Launching Barrage of Initiatives, Survey Finds

By Anne Bridgman

An *Education Week* national survey of education reform suggests that in the last two years, the drive to improve schools has generated an unprecedented level of legislative and policymaking activity in the states.

Since the excellence movement began, almost all of the 50 states have acted to raise high-school graduation requirements and institute statewide student-assessment tests.

In many states, a main goal of the reform activity has been to improve teaching and attract high-quality teachers into the field—largely by providing financial incentives and raising standards.

Career-ladder or merit-pay plans have been enacted in nearly a quarter of the states, and three-quarters of the remaining states are now considering putting such plans into place, according to the survey, which was conducted in January. In addition, more than one-third of the states have raised teachers' salaries across the board or have increased minimum salary levels. And 37 states have adopted or are considering financial-aid plans, such as forgivable loans, to attract good students into teaching.

Twenty-eight states have acted to revise—usually to toughen—teacher-certification requirements and procedures, and an additional 15 states now have such proposals under consideration. And in 29 states, prospective teachers must now pass a minimum-competency test to earn a teaching license; 10 other states are now considering such a requirement.

The survey also found, however, that state leaders chose not to move on some of the key school-improvement ideas promoted in recent national reports on education.

State Response

Federal officials in recent years have

Continued on Page 31

Governors: No Longer Simply Patrons, They Are Policy Chiefs

By Peggy Caldwell

A decade ago, if you asked a casual observer of public education to name some "education governors," the inevitable answer was "Terry Sanford," followed by a long pause.

In 1985, the response is likely to be: "Name one who *isn't*."

"The governors generally seize on this as a political issue, but I use that term in its best sense," says Denis P. Doyle, director of education policy studies for the American Enterprise Institute. "The public was genuinely concerned. The governors knew someone in a position of leadership had to do something responsible and intelligent, and they knew things couldn't get much worse. Governors do respond to things that way, to expressions of public outrage, and they pick up issues and take them as far as their judgment tells them they should go."

News Analysis

In many instances that has been quite far, and in a relatively short time. It is the rare governor who has not, in the past two years, devoted a large portion of his or her time, energy, and political capital, not just to the school-finance issues that have long been the purview of the executive branch in most states, but to nuts-and-bolts questions of educational policy. From the career paths of teachers in Tennessee to a variation on the voucher concept in Minnesota to district consolidation in Arkansas, governors are challenging the status quo, using as weapons their prestige and the budget process.

Many observers concur that the current surge of gubernatorial involvement had its beginnings in the late spring of 1983, when

Continued on Page 34

Albert Shanker

Shanker Urges National Test for New Teachers

By Cindy Currence

WASHINGTON—Albert Shanker, president of the American Federation of Teachers, called last week for the establishment of a national professional examination for teachers, similar to those required by the medical and legal professions.

Speaking before journalists and policymakers at the National Press Club here, Mr. Shanker said that if such a test were available, the A.F.T. would be prepared to require it as a prerequisite for membership in the 600,000-member union.

Mr. Shanker has spoken out in recent months on the need to "remove" incompetent teachers from the profession, but his address last week marked the first time he had officially advocated a professional examination for teachers. (*See Education Week, Aug. 29, 1984.*)

N.E.A. Response

He called on the 1.7-million member National Education Association to join with him in advocating a national teacher examination. But Mary Hatwood Futrell, president of the N.E.A., said after the speech that "it is the basic right of states to determine who is qualified to teach."

Successful classroom performance should be determined by a number of criteria, she said, adding that "the score of a test might be one aspect of a comprehensive state teacher-evaluation program."

Continued on Page 34

IN SUMMARY

Alternative Certification in Pennsylvania
Many have responded to the governor's promotion of a program to permit people without education-school training to become teachers, but not everybody likes the idea. **Story on Page 5.**

Teachers' Rights
A federal appeals court has ruled unanimously that a tenured teacher's 14th Amendment due-process rights were violated because he was dismissed without a hearing. **Story on Page 6.**

A Desperate Act . . .
Cleveland's first black superintendent, despondent over what he called "petty politics, racial politics, greed, hate, and corruption," has killed himself in a school building. **Story on Page 7.**

. . . And a Demanding Job
The job of running a school system, particularly in big cities, has become a "pressure cooker," fraught with conflict, tension, and frustration, says one former superintendent. **Story on Page 7.**

Up in Smoke?
An 8-cent federal cigarette tax is scheduled to expire this year and some states are proposing to continue it on their own, but officials in Washington may have other ideas. **Story on Page 8.**

Advising and Consenting
William J. Bennett testified before a Senate committee last week, and observers predicted he would be confirmed this week as the new secretary of education. **Story on Page 9.**

A Letter From the President
The Office of Management and Budget recently suggested ways to dismantle the Education Department, but the President has assured Senator Orrin G. Hatch he has no such intention. **Story on Page 9.**

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FORUM
"Barriers to Excellence: Our Children at Risk," National Coalition of Advocates for Students. **Statement on Page 35.**

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THE WEEK

FEDERAL

Bills Introduced To Broaden Rights

Competing civil-rights bills responding to the U. S. Supreme Court's narrow interpretation of the federal anti-sex-discrimination law were introduced in the Congress last month.

Ruling in *Grove City College v. Bell* last year, the Court held that the civil-rights statute—whose language is similar to laws barring discrimination on the basis of race, handicap, and age—applies only to programs and activities that receive federal aid, and not to the entire institution.

One bill, supported by the Administration and introduced by Senate Majority Leader Robert J. Dole, would apply the laws on an institutionwide basis, but only to educational institutions.

The other bill, a bipartisan measure similar to one passed by the House last year but defeated in the Senate, would apply the civil-rights laws broadly to those institutions that receive federal aid: state and local governments, educational systems, and corporations or other private organizations.

Senate Education Leader Opposes Spending Reductions

Despite pressure from Senate leaders to slash the federal deficit, the chairman of the Senate education subcommittee said last week that he opposed a cut in the Education Department budget for the next fiscal year, although he may recommend a reduction in funds for the Guaranteed Student Loan program.

The Office of Management and Budget and the Senate Budget Committee have proposed cuts of about $300 million in precollegiate-education spending for the year that begins Oct. 1, 1985.

But Senator Robert T. Stafford, Republican of Vermont and chairman of the Labor and Human Resources Subcommittee on Education, Arts, and the Humanities, said in an interview that he was prepared to recommend a freeze in education spending, as part of a governmentwide freeze for fiscal 1986.

Senator Stafford added, however, that if defense spending is not cut, "we will have to reconsider our position."

Senate Majority Leader Robert J. Dole of Kansas tried to develop a consensus among party leaders on budget reductions for fiscal 1986 by Feb. 1. But a dispute over defense spending stalled his efforts.

Earlier this month, the chairman of the House Education and Labor Committee, Representative Augustus F. Hawkins, Democrat of California, said he, too, opposes a cut in the department's current $17.6-billion budget.

NATIONAL

Peace Corps, College Offer Fellowship To Entice Teachers

The Peace Corps and Teachers College of Columbia University have launched a fellowship program designed to entice returning Peace Corps volunteers who have completed two years as mathematics or science instructors abroad to teach in the nation's inner-city schools.

The purpose of the program, according to P. Michael Timpane, president of Teachers College, is to help "fill a void" left by potential math and science teachers who have decided against entering the field of education and opted instead for "more lucrative jobs." The program is intended to increase the number of math and science teachers nationwide, particularly those willing to teach in inner cities.

The fellows, who will receive a master's degree and certification at the end of the two-year program, will teach math or science in an inner-city school while enrolled in the program. They will receive a full teacher's salary for their work and a 50-percent discount on the regular university tuition for the master's degree program in education.

While the first fellows will be placed in the New York City school system, other city systems will be included as the program expands, Mr. Timpane said. He plans to start next fall with about 10 fellows but he hopes to expand the program eventually to more than 50 volunteers a year.

Xerox Corporation provided $60,000 to launch the program.

Industrial-Arts Group Has Hearings On Voc.-Ed. Act

Concerned over the lack of consideration given to industrial arts in the new Carl D. Perkins Vocational Education Act, the American Industrial Arts Association recently held hearings to develop recommendations for changing it.

Speakers at the hearings said they were disturbed that the industrial arts are mentioned only once in the act and are inappropriately linked to agricultural arts.

The act, approved by the Congress and signed by President Reagan in October, replaces the Vocational Education Act of 1963. Its primary purposes are to increase the accessibility of programs to a wide range of groups, including the handicapped and disadvantaged, and to improve the quality of existing vocational-education activities. Proposed regulations for the act were published last week.

Gene Bottoms, executive director of the American Vocational Association, said the association is generally pleased with the regulations but also will recommend some changes.

"The department has done a good job of writing them in terms of legislative intent," he said, but the association will make suggestions concerning funding to states and some of the definitions within the regulations.

The proposed regulations were published in the Jan. 25 *Federal Register*.

STATES

Stock Exchange Offers Teachers Cash Prize for Ideas

When the New York Stock Exchange talks, teachers listen—especially when there is $10,000 at stake.

"We're getting a lot of calls," an exchange spokesman said last week. "The unions are very enthusiastic."

What they are excited about is a new competition, announced last week, under which the exchange will award $10,000 to the New York teacher who comes up with the best idea as to how business can assist the schools in "preparing young people for the future." Several other teachers could win prizes of $2,000 and $500, the spokesman said.

The competition, he said, is part of an ongoing effort to promote education in the exchange's home state. It also sponsors seminars, workshops, and tours, and provides resources and internships for an "adopted" high school near Wall Street.

"The chairman felt there's more that business could be doing to aid the educational process . . . [and] no one ever asked the people down in the trenches what they thought," the exchange spokesman said.

Noting that many exchange workers and potential investors are educated in New York schools, the spokesman added, "It's always better for us if all different constituencies the exchange has to deal with are better educated."

The contest is limited to certified New York State teachers; all entries should be submitted to the New York Stock Exchange by April 8. For

CHANGING COURSE

A 50-State Survey of Reform Measures

Education Week's survey of education-improvement initiatives in the 50 states begins on the next page.

Conducted by the reporting and editing staff in January, the survey is designed to offer information on activities in the states, primarily since September 1981, in the key policy areas in which reforms are being discussed. It highlights major developments and indicates trends and patterns, but it is not intended to provide a comprehensive analysis.

The survey's contents are based on state-policy documents and telephone interviews with gubernatorial, education-department, budget, and legislative officials in each state. Because no two states make policy in the same way, reform actions and statistics may not be comparable from state to state. And some actions may not be included here because they have not been reported by state officials.

The table on this page summarizing reform measures reflects the major policy findings of the survey. The table on page 30 summarizes elements of the states' fiscal situation, as reported by state officials. Because state budgets are calculated on a variety of bases, the figures are not comparable, but are included to present an overall picture of state commitments to education.

This year's survey builds upon the findings of a survey conducted by *Education Week* in November 1983 and carried in the Dec. 7, 1983, issue. The new survey retains the reform measures enacted before Dec. 7, 1983, but has dropped listings of proposals and state commissions no longer current as of the past year. A comparison of the two surveys would show which proposals were not kept under consideration or acted upon by policymakers during the past year. In many cases, new commissions have been set up and some states have reported a greater number of active commissions this year than last.

Key to Table, Pages 12-29

Because of the detail included in listings, abbreviations are used in many instances. The initials before the colon in each listing indicate the source of the proposal or policy. Common abbreviations include: G, governor; L, legislature; B, state board; ED, state education department; SC, state chief; C, commission; TF, task force; GC, governor's commission; BC, board commission; HS, high school. Where several commissions are active, an acronym of the formal name is used for clarity.

Boldface type indicates a recommendation that has been adopted as law, regulation, or policy; entries in roman type are proposals or guidelines only; and entries in italics are proposals that have been defeated or passed over by state policymakers. The dates in parentheses indicate the timing of the action, followed, where appropriate, by the effective date.

Summary of Major State Initiatives

The table below summarizes information on reform activities provided by various state officials and included in the individual state listings in the following 18 pages. Key to abbreviations: Y, yes; NR, none reported; UC, under consideration; RJ, rejected; NA, not available.
Administrative Assistant Joanne Tarr compiled this table and the budget summary on page 30.

	Career ladder/ Merit pay	Salary increases/ New minimum	Require competency tests	Revise certification	Raised education-school standards	Aid prospective teachers	Add instructional time	Limit extracurriculars	Reduce class size	Raised graduation requirements	Require exit test	Statewide assessment	Promotional gates test	Mandatory kindergarten	Preschool initiatives	Raised college-admission standards
Alabama	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Alaska	NR	NR	NR	UC	NR	Y	NR	NR	NR	Y	NR	Y	NR	NR	NR	NR
Arizona	UC	UC	Y	UC	Y	Y	RJ	NR	NR	Y	Y	Y	Y	NR	NR	Y
Arkansas	UC	Y	Y	UC	UC	UC	NR	NR	Y	Y	NR	Y	Y	NR	NR	UC
California	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Colorado	UC	NR	NR	UC	UC	UC	NR	NR	NR	UC	NR	Y	NR	NR	NR	NR
Connecticut	UC	UC	UC	UC	Y	Y	NR	NR	NR	Y	UC	Y	NR	RJ	UC	NR
Delaware	UC	Y	Y	Y	NR	Y	Y	Y	Y	Y	UC	NR	Y	Y	NR	NR
Florida	Y	Y	Y	UC	Y	Y	Y	Y	NR	*Y	Y	Y	Y	NR	NR	Y
Georgia	UC	Y	Y	UC	Y	Y	NR	UC	UC	Y	Y	UC	Y	UC	NR	Y
Hawaii	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Idaho	Y	Y	UC	[illegible]	Y	NR	Y	NR	NR	Y	NR	Y	NR	NR	NR	Y
Illinois	Y	UC	NR	UC	UC	UC	NR	NR	NR	Y	NR	UC	UC	[illegible]	UC	NR
Indiana	UC	NR	Y	Y	NR	Y	RJ	NR	Y	Y	NR	Y	NR	RJ	NR	NR
Iowa	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Kansas	Y	Y	Y	Y	Y	RJ	Y	RJ	NR	Y	NR	Y	NR	NR	NR	UC
Kentucky	UC	RJ	Y	Y	NR	Y	Y	UC	Y	Y	UC	Y	UC	Y	NR	Y
Louisiana	UC	Y	Y	Y	Y	Y	UC	UC	Y	Y	Y	Y	Y	RJ	Y	NR
Maine	Y	Y	Y	Y	NR	Y	NR	NR	NR	Y	NR	Y	NR	Y	Y	NR
Maryland	NR	UC	NR	NR	NR	Y	UC	NR	NR	Y	Y	NR	NR	NR	UC	Y
Massachusetts	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Michigan	NR	UC	NR	UC	UC	NR	Y	NR	NR	UC	NR	Y	UC	NR	UC	NR
Minnesota	UC	UC	UC	UC	UC	NR	NR	NR	NR	NR	UC	Y	NR	RJ	Y	NR
Mississippi	NR	Y	Y	UC	NR	NR	NR	NR	Y	Y	Y	Y	NR	Y	NR	Y
Missouri	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	Y	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	Y
Montana	NR	NR	UC	Y	UC	UC	UC	NR	UC	Y	NR	UC	NR	RJ	NR	NR
Nebraska	Y	UC	Y	NR	NR	Y	Y	NR	NR	Y	NR	NR	NR	NR	NR	NR
Nevada	NR	UC	Y	Y	Y	UC	NR	NR	NR	Y	NR	Y	NR	NR	NR	NR
New Hampshire	UC	NR	Y	Y	NR	UC	Y	NR	Y	Y	NR	Y	NR	NR	NR	NR
New Jersey	Y	UC	NR	Y	Y	UC	NR	NR	NR	Y	Y	NR	NR	NR	Y	NR
New Mexico	[illegible]	UC	Y	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	UC	Y	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
New York	UC	UC	Y	Y	NR	Y	RJ	NR	NR	Y	Y	NR	NR	NR	UC	NR
North Carolina	UC	Y	Y	Y	Y	Y	Y	NR	Y	Y	Y	Y	Y	NR	NR	Y
North Dakota	NR	NR	NR	NR	NR	NR	Y	NR	NR	UC	NR	Y	NR	NR	NR	NR
Ohio	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Oklahoma	Y	Y	NR	Y	Y	NR	NR	NR	NR	Y	NR	Y	NR	NR	NR	NR
Oregon	NR	NR	Y	UC	NR	NR	NR	NR	NR	Y	NR	Y	NR	NR	NR	Y
Pennsylvania	UC	NR	Y	Y	NR	Y	NR	NR	NR	Y	NR	Y	NR	NR	NR	NR
Rhode Island	NR	NR	UC	Y	Y	NR	NR	NR	NR	Y	NR	Y	NR	NR	NR	Y
South Carolina	Y	Y	Y	Y	NR	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	NR
South Dakota	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Tennessee	Y	Y	Y	Y	NR	Y	Y	NR	Y	Y	Y	Y	NR	NR	Y	[illegible]
Texas	Y	Y	Y	Y	Y	NR	NR	Y	NR	Y	Y	Y	NR	NR	NR	Y
Utah	Y	UC	NR	NR	NR	Y	NR	RJ	UC	Y	NR	NR	NR	NR	NR	Y
Vermont	[illegible]	[illegible]	[illegible]	Y	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Virginia	Y	Y	Y	Y	NR	Y	NR	NR	NR	Y	Y	Y	NR	NR	NR	NR
Washington	UC	UC	UC	UC	Y	Y	NR	NR	UC	Y	NR	Y	NR	NR	UC	NR
West Virginia	UC	Y	Y	Y	NR	UC	NR	Y	Y	Y	NR	Y	NR	NR	NR	UC
Wisconsin	UC	UC	UC	UC	UC	UC	NR	NR	NR	Y	NR	Y	NR	NR	NR	NR
Wyoming	NR	NR	Y	NR	Y	UC	UC	NR	NR	UC	NR	Y	NR	NR	NR	NR
Total Y response	14	18	29	26	19	24	13	6	13	43	16	37	8	5	7	17
Total UC response	24	17	10	16	10	18	7	4	7	5	4	6	3	2	8	3

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* Major reform bill died in legislature. Similar new bill expected to be introduced this session.

FOR KEY TO ABBREVIATIONS SEE BOX ON PAGE 11	COMMISSIONS AND COMMITTEES	TEACHER CAREERS AND COMPENSATION	TEACHER TRAINING AND CERTIFICATION	GOVERNANCE AND FINANCE
ALABAMA	Governor's Educational Reform Commission (May 1984)	L: Adopted SC, G prop to increase base salary by 15% to $20,000 (May 1984, eff Sept 1984). L: GC to study incentive-pay prop to be implemented 1985-86 (May 1984). Comm rec career ladder (Jan 1985). L to act on prop during session beginning Feb 1985. *L: Did not act on SC, G prop to extend teacher contract from 180 to 185 days for prof'l devel (May 1984).*	B: Initial certif [illegible]; those who change fields must pass subject-area test in new field (1981). L: Forgivable loans for prospective math, sci teachers (1984). B: Progs in which fewer than 80% pass state tests to be investigated by state; if no improvement after 4 yrs, B could rescind approval (1983). L: Training center for admins (May 1984, opens summer 1985). L, B: [illegible] certif for qualified coll grads to teach math, sci (May 1984).	B: New principals must have experience teaching at grade level they are administering (July 1984). GC: Studying change in school-finance formula (May 1984). *L: Defeated SC, G prop that all 128 dist supts be app't'd (May 1984). Bill to be reintroduced during 1985 session.*
ALASKA	None	*L: Binding arbitration for public employees (1983).*	B: ED to review certif process (Sept 1983). ED: Est principals academies to provide inservice training (Fall 1983). L: Rural scholarship loan prog to help native Alaskans go into teaching (Spring 1984). ED: Est assessment center to devel methods for identif potential principals (Spring 1984). ED: Devel pilot prog to train principals to conduct inservice work with teachers; currently working on devel of inservice progs for schools to adopt, focusing on special needs of rural schools (Fall 1982, 1985). ED: Completed study of certif process, B shd est task force to investigate certif, training issues (1984-85).	L: ED eval finance formula, propose changes to B, G; (1983-1985). Hearings held, final props not yet delivered.
ARIZONA	Governor's Task Force on Computer Education (1984) Governor's Task Force on Teacher Education (1984)	L: Pilot career-ladder prog (1984). L: Min beginning salary of $15,000 (Aug 1984). [illegible] tax credit to teachers who take univ [illegible] courses (Dec 1984). [illegible]	[illegible] (1981). B: Basic test for teachers (1980). L: Forgivable loans for prospective math, sci teachers [illegible] [illegible]	L: Considering tuition tax-credit bill to allow parents to write off ed expenses at public, private schools (Jan 1985).
ARKANSAS	Education Standards Committee (B, Spring 1983) Teacher Education, Evaluation, and Certification Commission (L, 1983) Quality Higher-Education Study Commission (L, 1983) School District Reorganization Study Commission (L, Spring 1984)	L: $1,880 incr, bringing avg to $17,380 (Nov 1983). TEEC: All teachers shd devel prof-improvement plan (Dec 1984). G: Est 7-member comm to launch pilot career-dev progs in 2 small, 2 medium, 2 large dists (Jan 1985). G: State to 'forgive' principal and interest of inservice loans to teachers and admins at rate of 6 semester-hrs per 1 yr of full-time service (Jan 1985).	L: Forgivable loans in shortage fields (1983). L: Basic-skills testing for all teachers—math, reading, writing tests in 1984-85; deadline for passing June 1, 1987; remedial courses req before test can be retaken. Must also demonstrate academic skills in subject area; no-interest loans for cost of add'l study (1983). TEEC: Raise standards for certif of teacher-ed progs, 5-yr review; analyze curricula to eval quality, content (Dec 1984). QHESC: Secondary-level candidates shd major in academic discipline; salary-scale credit shd go only for degree in teaching area; initial certif shd be provisional (Dec 1984). TEEC, QHESC: All ed majors shd take general-ed BA courses; ed courses only in 3rd, 4th yrs; all students to pursue in-depth study in one field; semester of student teaching; competency tests for teacher-ed candidates (Dec 1984). G: Expand math, sci forgivable-loan prog to other shortage areas (Jan 1985).	L: 1% sales-tax incr for school improvement; phases out special funding for small schools, reduces for wealthy dists (1983). L: 5 pilot coops to encourage dists to share teachers, instructional material, personnel (Oct 1983). Ark Supreme Court: Change in funding formula—abolished hold-harmless clauses; equalized capability of dists to fund progs (June 1983). SDRSC: Rec state make funds avail to assist schools unable to meet reqs and are forced to merge (Dec 1984). G: $3 million to est network of ed'l cooperatives to help dists meet new standards (Dec 1984). G: Provide incentives to dists that consolidate (Jan 1985). *L: Voted down G's call for corp income-tax incr and severance tax on natural gas (1983).*
CALIFORNIA	Commission on School Governance (L, 1983) California Commission on the Teaching Profession (L, SC, Hewlett Foundation, July 1984)	L: [illegible] starting salaries to up to $18,000 over 3-yr period, adjust for inflation; voluntary mentor plan—annual stipends for selected senior teachers to lead inservice, develop curric; dists may dismiss probationary teachers during first 2 yrs (1983). L: [illegible] million for school-improvement prog in which teachers or groups of teachers can receive up to $2,000 grants (1983, eff July 1984).	[illegible] L: Ed-school methods teachers must have field experience at least once every 3 yrs (1983). L: Dists with shortages may hire nontraditional teachers with BA in subject; they will teach, pass basic-skills and subject tests, agree to work with a "mentor" teacher (1983). L: Credentialed teachers must complete 150 inservice hrs every 5 yrs (1983, eff 1985). L: Forgivable loans in shortage areas (1983, not yet funded). L: [illegible] million expansion of teacher ed and computer center est in 1982 (1983).	Voters: Lottery initiative with [illegible] revenues targeted for ed, excl capital outlay or construction, set to bring in [illegible] million for K-12 in 1985-86 (Nov 1984). ED: Audit reforms, [illegible] more stringent reqs for investigating dists (1984).
COLORADO	Task Force for Excellence in Education (G, Sept 1983) General Assembly's Interim Committee on School Finance (L, 1984)	L: Allow more than 1 salary sched, opening door for career ladders on local level (1984). G: Staff-devel inst to train admins in eval teacher performance (Jan 1985). G: Pilot career-ladder prog (Jan 1985). G: Add unsatisfactory performance as a criterion for revocation of tenure (Jan 1985).	L: Study how to assess certified school personnel (1984). L: B to review course reqs of prospective elem teachers (1984). L: Teachers working on curric devel or school-improvement measures receive 4 semester-hrs certif-renewal credit (1984, eff July 1985). B: Review of certif and recertif standards for math teachers at all levels (1984). G: Temporary certif in shortage fields (Jan 1985). G: Est Colorado Teaching Corps to serve high-need schools, provide scholarships to high-ability students willing to teach in those schools (Jan 1985). *L: Bill to abolish tenure and lifetime certificates (1984).*	L: Limited amt state review bd can add to dist budgets, but permitted dists to seek tax levies (March 1983). L: Incr sales tax by 0.5% for 18 months beg May 1, 1983, for ed, other state progs (March 1983). Extended to June 30, 1984 (Oct 1983). L: Incr equaliz funding by $53.8 million for 1985; a $1-million equaliz fund for property-poor dists; modified per-pupil aid formula to lessen effects of enrollment declines (1984). L: Req study of school finance (1984). L: Dists may go directly to voters or appeal to B for extra tax incr (1984). GC: Stabilize local property taxes by incr percent share of school finance act. Maintain annual incrs in dists' authorized revenue base equal to 7 percent of avg ARB in prev yr (1984). G: Limited voucher plan for public- and private-school students who have failed in school (Jan 1985). *L: Bills to earmark state sales-tax revenues for ed; overhaul finance system (1984).*

CLASS SIZE, ATTENDANCE, AND CALENDAR	GRADUATION STANDARDS	CURRICULUM AND TESTING	MISCELLANEOUS	ON THE AGENDA
[illegible]	B: [illegible] (May 1981, eff class of 1985). B: [illegible] 4 Engl, 3 soc studies, 2 math, 2 sci, 1 phys ed, and ½ each comp literacy, personal management, health. All dists to offer honors diploma requiring add'l units—1 math, 1 sci, 2 for lang, ½ comp literacy (July 1984, eff Sept 1984).	B: [illegible] testing in grades 3, 6, 9 (1977), [illegible] (spring 1985).	L: [illegible] school day [illegible] (Sept 1984, [illegible]). L: [illegible] to upgrade library [illegible], $1 million to upgrade voc-ed equip, $1 million for math, sci equip (May 1984). L: Rejected [illegible] prop that K attendance be mandatory for admission to grade 1 (May 1984).	L expected to act on GC career-ladder prop. Teachers' unions expected to link action on issue to bill requiring state to pay full cost of teachers' health insurance. L also expected to consider $300-million bond issue for school construction. GC to release recs on school-finance formula.
No actions reported.	B: New grad reqs incl 4 yrs lang arts, 3 yrs soc studies, 2 yrs each math, sci, 1 yr phys ed or health (1984, eff 1985).	ED: Assessment tests at grades 4, 8 (1978). B: Dists must devel curric with clear goals, effective eval, curric review every 6 yrs, annual assess of students (Spring 1984, 1984-85). ED: Survey of all dists' curric (Spring 1984). Est curric advisory cabinet (Fall 1984). Devel 'model schools profile' to help dists raise standards (1983-1985).	L: Partially forgivable college loans for all Alaskans, including teachers (1973). L: Grants for construction projs approved by ED (Nov 1984, July 1985). L: Dists reimbursed for cost of busing students proportional to distance, number students (Nov 1984, eff July 1985).	Major issues in 1985 likely to be study of and proposed changes in school-funding formula, quality of rural education, opening of Mt. Edgecumbe, a state-funded boarding school taken over from Bureau of Indian Affairs two years ago and due to open in Sept 1985. Economy is good, but the feeling is that future revenues from oil are uncertain.
[illegible] from 9th to 10th grade (April 1984, eff 1985-86). [illegible]	B: New reqs—4 yrs Engl, 2 yrs math, 2 yrs sci (Spring 1983, eff class of 1987).	L: [illegible] voc-ed progs [illegible]. L: Scholarships for gifted HS students to attend summer math, sci progs [illegible]. L: Req min competencies for promotion to 9th grade, to graduate (1984, eff Aug 1985). L: Extended bilingual ed from K-8 to all grades (1984, eff Aug 1985). [illegible] [illegible] (Dec 1984).	B: Est Arizona Foundation for Education to solicit funds for schools (May 1984). B of Regents: Raised admission reqs in math, sci (May 1984). [illegible] on private-sector [illegible]. L: Expanded avail of free textbooks from K-8 to all students (April 1984, eff Aug 1985). L: Est Arizona Principals' Academy (1984). G: $250,000 to improve services of licensed day-care centers; [illegible] to support minimum 3-hr K (Jan 1985).	L will consider proposals to increase teacher salaries, fund career-ladder and merit-pay plans, and fund K-12 enrichment progs. Although ED officials anticipate the improved fiscal health of the state to affect positively the funding of educational programs, the $20 million prop to support a minimum 3-hr K already is on "shaky ground," according to legislators.
L: Attendance req 7-17; exit age raised from 16 to 17 (1983). L: Min of 5.5 instructional hrs daily. Dists devel discipline code, file with ED (1983). B: Est pupil-teacher ratios—K, 20 to 1; grades 1-3, 25 to 1 (23 to 1 in dist and no more than 25 to 1 in single class); grades 4-6, 25 to 1 (no more than 28 students per room). Teachers in 7-12 not to exceed 150 students daily and 30 pupils per class, except courses such as band and physical education (1983).	B: Approved recs of standards comm—raised from 16 to 20 units, eff 1987; minimum of 4 units of Engl, 3 soc stud, 5 math and sci, ½ unit each of phys ed, health ed, fine arts. Dists must offer at least 38 courses at HS level (March 1984).	L: Expanded voc-tech, computer ed, gifted progs (Nov 1983). L: Promotional-gates tests in reading, math, soc studies, lang arts in grades 3, 6, 8; if more than 15% fail, dist must submit improvement plan to state; if aft 2 yrs passage rate shows no improvement, dist subject to dissolution (Nov 1983).	L: Cooperative initiative with private sector for computer purchases (1983). L: Commission est to study coll-admissions standards (1983). B, QHESC: Higher coll admission standards, 1985-1990: 4 yrs Engl; 2 natural sci; 2 math, incl algebra I and geometry; 3 soc sci; 2 foreign lang; ½ computer sci. (B, Feb 1984; QHESC, Jan 1985). G: Add'l $3 million annually for computer progs (Dec 1984). G: Est assessment center for principals (Jan 1985). G: $218,000 to est new ED division to assist dists with civil-rights compliance (Jan 1985). G: Est 15-member panel to assess child-care needs (Jan 1985).	L did not meet last year. G made ed standards top priority during 1984 re-election campaign. Opposes efforts to relax standards by L. Dists unhappy with provision that failure to meet standards by 1987 could force merger with adjoining dist. G does not anticipate enough L support to warrant tax bill from his office. G-backed teacher-testing law adopted in Oct 1983 faces court test this spring.
[illegible]	[illegible] 2 math, 2 sci, 3 soc studies, 1 either fine arts or foreign lang (1983, eff 1986). [illegible]	[illegible]	[illegible]	[illegible]
No actions reported.	B: Require all 12th graders to take 1-semester writing course (Nov 1984). B: Studying possible changes in grad reqs (1985).	L: Est CAT to promote ed, research high tech, improve teacher ed, ensure computer curricula matched with industry's needs (Spring 1983). B: Est curric and instruction proj; develop diagnostic writing test for grades 7, 9, and 11, math test for grades 9, 10, 11, and 12 (1984). B: Institute periodic achievement testing (Nov 1984). G: Evaluative testing throughout K-12 (Jan 1985). G: Special progs, summer insts for exceptional students (Jan 1985).	L: Limited auth of state, local bds over private schools; they must provide 172 days per yr of 'basic academic education' (March 1983). L: Provide teachers with info on child abuse, neglect (1984). L: Dists must adopt a discipline policy (1984). GC: Provide funding for ED to monitor dist performance; equaliz funding for dists' construction needs; 'Schools of Excellence' prog to reward schools' performance; fully fund 'English Language Proficiency Act' (1984).	L will again consider complete overhaul of the school-finance system. L also will consider G's limited voucher system for students who have failed in the traditional classroom setting. The Colorado Education Association will lobby against the G's voucher plan. The poor economic condition of the state makes economic-development programs and education a top priority, according to G, a Democrat. However, Republican majority in General Assembly, which is strong enough to overturn any veto, is expected to fight proposals to increase spending.

FOR KEY TO ABBREVIATIONS SEE BOX ON PAGE 11	COMMISSIONS AND COMMITTEES	TEACHER CAREERS AND COMPENSATION	TEACHER TRAINING AND CERTIFICATION	GOVERNANCE AND FINANCE
CONNECTICUT	[illegible]	[illegible]	[illegible]	[illegible]
DELAWARE	Statewide Committee to Insure Availability of Teachers in Critical Curricular Areas (L, June 1983) Governor's Task Force on Education for Economic Growth (July 1983)	**L: Public School Employment-Relations Act; set employment-relations bd, sets timetables for negotiations, specifies impasse procedures (no binding arbitration) (Spring 1983).** **B: Incr training of admins for evaluating staff (1984).** **L: 5.9% raise for employees plus across-the-board allotment to all teachers (June 1984).** GC: Incr base salaries; career ladder with incentives for best teachers; req senior teachers to participate in evals of others (Jan 1985). G: $4 million in 1985-86 for 1st yr of career ladder, incl incr to base salaries and performance incentives (Jan 1985).	**B: Prospective educators must pass basic-skills test (Sept 1982, eff 1983-84).** **B: Rescinded recertif standards that req 6 coll credits every 5 yrs; incr recertif from every 10 yrs to every 5 still stands (Jan 1983).** **L: Training for shortage areas designated by B. This yr, math, sci, comp ed; incl inservice; prog for alt certif; scholarships for teachers to return to coll; loans for undergrads (June 1984, eff 1984-85).** G: $300,000 to expand training in shortage areas (Jan 1985).	**L: $13 million in equaliz funds for 1985—up $5.2 million from fiscal 1984 (June 1984, eff 1984-85).** G, GC: Endorsed 74 recs in Jan 1984 'Agenda for Excellence' in 4 areas: student achievement, curric, teacher/admin performance and pay, and community involvement (Jan 1985). B, G: $2.9 million incr in equaliz funds for fiscal 1986 (Jan 1985).
FLORIDA	[illegible] Council (L, 1983, reported 1984) [illegible] Commission on Vocational Education (G, Nov 1984)	L: [illegible] (1983). L: Quality Instruction Incentives Council to set up merit-pay prog, devel subject-area certif tests for assoc master, master teachers; oversee [illegible] (July 1983). L: Fla Ed Finance Prog—salaries raised avg $2,000 in 1984-85 (1983). L: Two-phase merit-pay plan authorizes (1) dists, schools to negotiate plans for personnel in meritorious schools, selected on indicators such as attendance, test scores, and participation in [illegible] and (2) statewide plan for individual teachers; must pass subject-area test and performance eval (June 1984, eff Sept 1985). L: Fingerprinting req for 1st-time applicants for teaching jobs (1984).	L: [illegible] competency exam, perf eval req for initial certif (1978); written exam eff 1980; perf eval eff 1982). L: Score at or above 40th percentile on nationally normed test req for entrance into state-accred teacher-ed prog (1980). L: State-accred ed prog must have 80% grads pass written certif exam (eff 1983-84). ED: State-accred ed prog must have 90% grads pass perf eval (July 1984, eff Aug 1984). L: Forgivable loans for prospective teachers in shortage fields, localities; reimbursement for current teachers who take add'l courses in shortage areas (1983). L: Schools may hire noncertif personnel with doctoral degree in shortage fields (1983). L: Summer institutes in shortage fields (1983). L: HS teachers must take min 30 semester-hrs in subj to be certif (1984, eff Aug 1985). L: $1.4 million for devel. training of principals through Council on Ed Management, to set list of competencies, assist dists in screening candidates based on those criteria (first funded in 1980-81; increased each yr). B, L, ED: Certif statute expires 1985 under sunset law. B, L, ED now reviewing for possible changes, [illegible]	L: Raised property, [illegible] taxes; set tax on foreign income of Fla-based corps (1983). L: Funds for construction of sci labs (1983). L: Changed weighted per-pupil alloc from current yr basis to three-year avg to encourage greater stability in formula (1984, eff 1984-85). L: Task force studying governance. May rec appt B to replace cabinet (would req const amend on Nov 1986 ballot) or appt advisory bd to cabinet for long-term planning. *L: Repealed tax on foreign income of Fla-based corporations. Substituted ½-cent incr in corporate tax (Dec 1984).*
GEORGIA	Professional Standards Commission (L, 1976)* Governor's Education Review Commission (1983, reported 1984) Georgians for Excellence in Education (G, 1984)	**L: 10% across-the-board salary incr for teachers; 3% incr for supervisory personnel (1984).** **L: 18th step to scale to raise doctorate-level salary to $27,768 (1984).** G: 11.7% across-the-board salary incr—revised sched wd raise beginning salary from $14,329 to $16,000; avg salary to more than $24,000; B shd develop career ladder by June 30, 1986; ED shd set committee to develop plan (Jan 1985).	**B: Performance-based training—new teachers must pass subject-area test, on-the-job assess before receiving perm certif (1978).** **L: Forgivable loans for prospective math, sci teachers (1983).** **B of Regents: Training progs must maintain 70% passing rate on certif test or be placed on probation (Nov 1983).** LC: B shd devel new regs for certif of non-ed majors, revise core curric leading to principal certif (Oct 1983). PSC: B should revise admin eval to incl annual written eval (Oct 1983). B: Ad hoc certif committee working to simplify certif (1985).	GERC: Make state, local supts appointed posts (Nov 1984). G: Omnibus ed bill to: change aid formula from avg-daily attendance to weighted per-pupil basis that wd consider students' grade level and ed needs; req 80/20 split, state/local share in ed costs; req local contrib to ed equiv to 5-mill tax rate; add'l funds for dists that exceed 5 mills, more to less-wealthy dists; $94 million for school construction 1985-86. Per rec GERC (Jan 1985). *G: Opposed Lt G's prop to incr sales tax by 1%, with ½ funds going to ed (Fall 1983).* *Voters: Change state supt from elected to appointed post (Nov 1984).*
HAWAII	[illegible]	[illegible]	[illegible]	[illegible]

CLASS SIZE, ATTENDANCE, AND CALENDAR	GRADUATION STANDARDS	CURRICULUM AND TESTING	MISCELLANEOUS	ON THE AGENDA
[illegible] policies on homework, attendance, promotion (1984, eff July 1985). B: Set committee to determine if [illegible] shd be provided for 4-yr-olds (Nov 1984, report due Spring 1985). [illegible] yr from 180 to 190 days for teachers only (Jan 1985). L: SC's prop to lower compulsory school-attendance age from 7 to 5 (1984).	B: Set advisory panel to consider possible exit tests, other grad standards (Jan 1984, report due Spring 1985). L: Raised reqs from 18 to 20 credits—4 Engl, 3 each math and soc studies, 2 sci, 1 each arts or voc ed, 1 phys ed, 6 electives (Spring 1984, eff 1987).	L: Set mastery testing at grade 4, eff Oct 1985; grades 6, 8, eff Oct 1986; req continuation of 9th-grade proficiency test, to be phased out in 1987 (1984). ED: Appts advisory comms to define mastery-test content, devel recs on implementing (1984). B: Strengthen and clarify curric, spell out definitions in subject areas (Jan 1985).	B: Adopted tech comm's rec for clearinghouse for ed tech, coordination and planned use in schools (Nov 1983). B: Est voc-ed study comm (Jan 1984, report due April 1985). B: Est adult-ed study comm (Jan 1984, report due April 1985). B: Est comm to study whether services for handicapped infants and toddlers shd be mandated (Jan 1984, report due Oct 1984). *L: SC's prop to lengthen K from half-day to full day (1984).*	G proposed in Jan 1985 an additional [illegible] million in ed budget for his 'Blueprint for Excellence,' which incls props to be considered by L this year, incl mastery testing, increases in comp ed, summer-school initiatives, teacher training. Advisory committee studying racial imbalance in state schools to report in May 1985. B considering proposal to encourage dists to offer 'accurate, accessible, and age-appropriate' info on nuclear arms. GC will issue study on teachers' minimum salary, length of work yr, training, certif, personnel practices. ED officials say L's backing of ed initiatives looks more unpredictable than in past years, partially because Republican sweep in both Houses in last election.
B: Add 30 mins to day for grades 1-2. Up to 6 hrs, not incl lunch (Dec 1984, eff Sept 1985). **B: Principals shd minimize interruptions; dists shd train teachers to ensure best use of time (April 1984).** **L: Lowered mandated class size in grades 1-3 from 20 to 19 (June 1984, eff Sept 1984).** B, G: $1.2 million to reduce class size in grades 1-3 from 19 to 18 (Jan 1985). *B: Dropped prop to lengthen school day for grades 7-12 after public hearings (1984).*	**B: Incr reqs—2 yrs math, sci (incl 1 credit biology, 1 phys or earth sci) (July 1983, eff class of 1987).**	**B: Students must show 'minimal performance' in 17 basic skills to be promoted (1978, eff class of 1981).** **B: Set standards for HS biol, earth sci, phys sci, math, and computer sci. Piloted in 1984-85. ED to write standards for all req courses (1984).** **B: Req students to pass 4 courses—incl 2 core—to be eligible for athletics, extras (summer 1984, eff fall 1984).** GC: Req mastery tests for promotion and grad (Jan 1984). Committee studying prop expected to report this spring.	**L: Req 5-yr-olds to attend K; may delay on parental request (June 1984, eff 1984-85).** **L, B: $1.3 million to ensure at least 1 fully equipped computer lab in each dist (June 1984).** B: Prop funding to incr elem counselors, 1 for each 1,500 students in K-6; career counselors in HS's; computers; admins in big schools (1984). G: $300,000 to expand computer program in 1985-86 (Jan 1985). G: $300,000 to expand gifted-and-talented summer-school prog at Univ of Del (Jan 1985).	G will ask for periodic reports from GC monitoring committee to evaluate implementation of 'Agenda for Excellence' at local level to see if additional state action needed. G says he will use 'persuasive powers' to accomplish agenda that focuses on statewide curric for all core courses, increased homework reqs, updated textbooks and learning materials, more time in basic academics, strengthened discipline policies, and increased parental, community, and business involvement in schools. G plans survey of public-school parents and teachers to be taken at end of 1984-85 to assess ed reform.
[illegible] 1.5 grade-point avg to participate in extracurrics (1983). L: Equiv of 1 hr added to day for HS students (1983, eff July 1985). L: Min 135 hrs req for course credit unless student demonstrates mastery by meeting performance standards (1984, eff 1984-85).	L: Literacy test for grad (early 1970's). First enforced in 1983. L: 22 credits req for grad 1984-85, 1985-86; eff 1986-87, 24 credits req—3 yrs math, sci, soc studies; 4 yrs Engl; ½ yr each phys ed/health/fine arts/voc ed (1983). L: Students (except those in 'exceptional' ed progs) must have 1.5 grade-point avg in req courses to grad (1983, eff 1986-87).	L: Assessment test in grades 3, 5, 8, 11 (1971). 3rd graders must pass test before being promoted (1971). L: New funding to improve use of computers (1983). L: Auth Fla to join other states to improve instruct materials (June 1983). L: Req ED to devel curric framework for middle, HS levels; req dists to adopt course-performance standards (1983, 1984). L: Remedial courses electives, not substitutes for req math, lang, or sci courses (June 1984). L: Strengthen core curric in grades 4-8 by req study of math, sci, lang arts, reading, art, music, soc studies, phys ed; instr in comp literacy, thinking skills. Categorical grants to dists for 1984-85 (June 1984). L: Req state univs and jr colleges send freshman transcripts to dists so they can gauge progress of recent grads; must also send info on number of students in remedial/compensatory progs (June 1984, eff March 1985). B: Adopted curric frameworks for grades 9-12, req'd by L (1984).	B: Move state into upper quartile of states within 5 yrs (Jan 1981). B: SC must report annually progress on 'indicators of excellence.' Dists must adopt plan to meet goal of excellence, report, evaluate success annually (Sept 1983). B of Regents: New admissions standards—4 yrs Engl; 3 yrs math, sci, and soc studies; 2 yrs. foreign lang (1983, eff 1987). L: Immediate expulsion of student convicted of felony (June 1984). L: Dists must set teacher-advisor prog, every student to get 30 minutes of one-on-one counseling every 6 weeks (1984). L: Standard definition of 'dropout' to allow comparative statistics; $1 million for pilot projs in identification and prevention (1984). L: Funded 3,000 micro-computers for schools (1983).	Fine-tuning of what's in place from 1983 and 1984 L sessions. Mood is fiscally conservative, despite anticipated surplus. No major tax proposals. Some members of L talking about putting statewide lottery on ballot in Nov 1986, with funds directed toward education, but the House and Senate leadership are not strongly supportive and G is against. Fla's teacher-certification statute expires this yr under the state's sunset-review law. L, B, ED now studying statute for reauthorization, possible changes. Most controversial issue will be whether performance eval shld be req for recertification, per rec of Education Standards Commission. State officials expect continued conflict with unions regarding merit-pay plans and whether they interfere with unions' contract-bargaining rights. L may also be reconsidering attendance and extended-day requirements. Concern growing about 'the other side of excellence'—dropouts, remedial education, the role of voc ed when stressing excellence in academic areas.
L: Revised compulsory-attendance law to set reqs for home schooling for ages 7-16 (1984). G: Empower B to set max class size (Jan 1985). B: Local bds shd limit absences in grades 4-12 to no more than 7 days or 42 hrs per yr for school-sponsored activities. Grades 1-3 students may miss no more than 31½ hrs per yr. Allow schools to use max of 3 of 180 days during yr for admin activities (1984, pilot testing 1984-85).	**B: Req Georgia Basic Skills Test in reading, math, problem solving (1981, begins with class of 1985).** **B: New reqs—4 yrs Engl; 3 soc studies; 2 each math, sci; 1 phys ed, health; 1 computer tech/fine arts/voc ed (Nov 1983, class of 1988).** **B: Raised passing score on Georgia Basic Skills Test (1984, eff fall 1986).**	**B: 1 yr computer tech is 1 of 3 options for grad credit (Nov 1983).** **B: Req 3rd graders to pass criterion-ref test to be promoted (1984, pilot-testing 1984-85, eff spring 1986).** B: Basic K-12 curric—incl min objectives for every grade—for all schools (1984). GERC: More emphasis on academics, less on voc ed for specific jobs (Nov 1984). B: 10th-grade writing exam as part of Georgia Basic Skills Test, eff fall 1987 (1984). G: Writing tests in grades 6 and 8; 3 norm-ref tests for elem, middle, HS, separate from existing criterion-ref tests grades 4, 8 (Jan 1985).	**B: Scholar Prog for HS seniors—based on grades, attendance, test scores, extracurrics (1982).** **B: Study of 6 'tasks' for improvement—grad standards, merit pay, certif, promotional and curric guidelines, leadership (May 1983).** **B & B of Regents: req for admiss to univ system eff HS class of 1988—4 yrs Eng; 3 each soc studies, math, sci; 2 foreign lang; 1 each health or phys ed, computer tech/fine arts/voc ed (1984).** G: Mandatory full-day K, eff 1987-88 school yr; $28 million for optional K, eff 1985-86; K-assessment program in 1986-87 (Jan 1985). G: $250,000 state-univ scholarship prog (Jan 1985); ed-tech prog to provide dists 3-for-1 matching grants for computer-equip (Jan 1985).	GERC recs combined by G into omnibus ed-reform bill to be considered by 1985 L. Incl items on: change in school-funding formula, teacher salaries, career-ladder plan, mandatory full-day K. B expected to act on GERC recs as well as those expected from its own task force on school leadership and its ad hoc certif committee in 1985. G's proposed changes in school-finance req, proposed mandatory full-day K expected be most controversial. G pushing package very strongly; has pledged to use 'every element of persuasion, every bit of authority' to see plan funded and implemented. Has promised can be done with no tax increases bec of strong econ growth.
B/BR: Reduce compulsory school age from 18 to 16; pilot prog of flexible scheduling and reduced class sizes, develop standard, more strict policies on absences, truancy (1984). ED: Studying yr-round schooling (1984).	B: Incr reqs—4 yrs Engl, 4 soc studies, 3 math/sci (eff class of 1983); min-competency test in 9th, 12th grades (1978). B/BR: Raise sci credits from 2 to 3, incl comp literacy; 2 credits in foreign lang—to keep total of 20 credits (1984).	L: Computer-ed prog for senior HS students (Spring 1983). ED: Studying whether to raise difficulty level of basic-skills tests taken in grades 8, 10, 12 (1984).	B: Statewide disciplinary code, defines offenses and actions to be taken (1982).	G to sponsor series of conferences on the direction and purpose of lower, higher ed in April, May. L to consider series of reports completed by ED in 1984 on broad range of topics, incl gifted and talented progs; teacher-recertif prog; ed model for native Hawaiians. SC preparing long-range ed plan to be in conjunction with G's conferences.

FOR KEY TO ABBREVIATIONS SEE BOX ON PAGE 11	COMMISSIONS AND COMMITTEES	TEACHER CAREERS AND COMPENSATION	TEACHER TRAINING AND CERTIFICATION	GOVERNANCE AND FINANCE
IDAHO	Public Education Reform Committee (L, 1984)	L: $[illegible]-million [illegible] but not earmarked for salary incr; $100,000 to develop pilot career-ladder prog (April 1984). L: Annual evaluations of teachers (April 1984, eff 1984-85). B: Guidelines for career-ladder prog (Jan 1985). *L: Turned down G's plan to provide $44.8 million over 2 yrs to incr salaries (April 1984).*	B: Recertif every 5 yrs (Jan 1984, eff 1984-85). B: Raise admission standards for ed schools; standards to be set (Jan 1985, eff 1986). B: Increase certif reqs for secondary teachers (Jan 1985).	L: [illegible] sales tax for ed [illegible] (April 1984). L: Income-tax credit for charitable gifts to public schools and libraries (April 1984). G: Shift from annual to quarterly tax collection for corps and self-employed to increase revenue by $20 million (Jan 1985). L: Impose 5-percent surcharge on taxes of individuals' 1985 income; add nearly [illegible] to cigarette tax; increase head tax from $10 to $20. Add brackets to top of income-tax scale to boost max rate for individuals, trusts, estates from 7.5 percent to 10 percent. Raise state sales tax to 5 percent. Extend sales tax to services now exempt (Jan 1985). L: Tuition tax-credit bill to allow parents to write off up to $700 of ed expenses at public, private schools (Jan 1985). *L: Failed to act on prog to split B into two agencies—one responsible for elem-sec ed and other for higher ed (April 1984).* *L: Def $72-million reform measure for 1984-85 (March 1984).*
ILLINOIS	Commission on the Improvement of Elementary and Secondary Education (L, 1983) The Project for School Reform (Independent, 1984)	**L: $637,500 for master-teacher prog (1983).** **L: Req boards to bargain, permitted strikes under certain conditions (1983, eff Jan 1984).** SC: Full funding of pension costs (Nov 1984). LC: Increase min salary from $10,000 to $20,000 by 1987-88; incr salaries of current personnel; est state, local plans for eval; est 3-person teacher-dismissal board to review charges (Jan 1985). B: Raise salaries for beginning and current teachers (Jan 1985). B: Require dists to have eval systems for all teachers (Jan 1985).	B, LC: Scholarships in shortage fields (Jan 1985). B: Financial assistance for local dist staff-dev progs; incentives to incr business support for prof-devel progs; completion of staff-devel prog for recertif (Jan 1985). B: All teachers under state certif board (Jan 1985). LC: Req min performance in basic skills for prospective teachers and periodic assessment during training; req test of skills, knowledge in field for certif; req continuing ed of all teachers; state teacher-ed programs shd be re-evaluated periodically (Jan 1985).	**L: Removed financial barriers to school consolidation (1983).** **L: $963-million increase in state taxes, providing $131 million for schools in 1984. Tax increase to expire June 30, 1984 (1983).** B: Ongoing study of school finance—examining local support, equity matters, adequacy of funding (1981). LC: Req school dists to give priority primary purposes of schooling. (Jan 1985).
INDIANA	Governor's Select Advisory Commission for Primary and Secondary Education (April 1982) Indiana Congress on Education (Independent, 1982) Education Task Force of Indiana Chamber of Commerce (Independent, 1983) [illegible] Education Committee (L, ongoing committee with focus on ed in 1983)	L: Forgivable loans for prospective teachers in shortage areas, financial aid for retraining; tax credit for employers who hire sci, math teachers in summer (May 1983, eff 1983-84). G, B: $6 million over 2 yrs for B to est Indiana Teacher Quality and Prof'l Improvement Prog—to est pilot career ladders in 3 dists, statewide by June 1987 (Oct 1984). G, B: $10-million 'Endowment for Educational Excellence' to support endowed chairs at univ level, grants for teachers, admins (Oct 1984). G, B: Extend 'teacher-shortage assistance fund' to help dists retain teachers (Oct 1984). *L: GC plan to est merit-pay progs (March 1984).* *L: G plan to est $8-million Incentive Fund for Excellent Teachers and Better Schools (March 1984).*	L: [illegible] loans for computer training for teachers, students (April 1983, eff 1983-84). L: SBE's prog—new and out-of-state teachers must pass basic-skills (NTE), subject-area tests for certif (March 1984, eff July 1985); state may not req master's degree as sole means of obtaining license; lifetime licenses no longer issued (March 1984, eff 1984-85); continuing-ed units still valid for salary increments (March 1984, eff 1985). B: Delay for 1 yr subject-area exams for certif (1985).	[illegible] commission of [illegible] educators, industry reps (April 1983, eff Sept 1983). L: Dists' building funds may be used for computer purchases; $5 million in low-interest loans avail (April 1983, eff Sept 1983). L: Tax credits for donation of high-tech equip (April 1983, eff July 1983). L, G, SC prog to restructure B—SC [illegible] chair [illegible], remaining 10 members appted by G to 4-yr terms (March 1984, eff July 1984). G: Omnibus $210-million, 2-yr 'Decade of Excellence' plan (Oct 1984). G: Raise per-pupil expenditure to national avg in next biennium (Nov 1984).
IOWA	Excellence in Education Task Force (L, May 1983) Joint Committee on Instructional Development and Academic Articulation in Iowa (B, B of Regents, 1983) Task Force on Teacher Education and Certification (B, Spring 1984)	BC, G: 4-level certif with provisional 1-yr license, master levels, more prof devel; 1-yr pilot testing prog for all 1986 grads, for eval not certif; aid to prospective teachers in shortage fields, study why leaving profession; est bipartisan comm for 1-yr study of bargaining, pay, working conditions (Oct 1984). LC: B should study feasibility of incr salaries, career-ladder plan, est Iowa Ed Fdn to devel progs to attract good students to teaching, offer aid for retraining in shortage fields; extend contracts 10 days for staff, curric devel (Oct 1984). *L: Declined to amend bargaining law to change 14 negotiable items to broader categories of 'wages, hours and terms, and conditions of employment' (1983).* *G: Vetoed bill that would have implemented career ladder (1984).*	**L: Forgivable loans for prospective math, sci teachers (May 1983).** **L: New certif system—est bd of examiners to approve teacher-ed progs, award certif. Teachers must pass basic-skills, prof, subject tests; examiners will issue rules req local bds to provide 1-yr internships, eval during year, frequency of recertif incr from 10 to 5 yrs (Spring 1984, eff 1984-85).** LC: Eval teachers, admins every 2 yrs; competency exams not be state req for certif; 10 credit hrs continuing ed req for recertif (Oct 1984). LC: Prep and certif of teachers, admins shd include practicum, field exp; permanent teacher certif shd be discontinued as of July 1, 1985 (Oct 1984). BC: Scholarships for top students going into teaching; tighten admission, curric in teacher-prep progs, study extension of progs (Oct 1984).	**L: 1% sales-tax incr for ed, other services (Feb 1983, July 1983).** **L: Dists may consolidate HS's, maintain elem and junior highs (May 1983, eff 1983-84).** **L: Dists may go to voters for property-tax incr for school-improvement projs (Fall 1984, July 1984).** **L: Ed Improvement Grants—dists apply to ED (Spring 1984, eff July 1984).** LC, G: B must devel 5-yr plan for achieving ed goals, issue annual progress report (Oct 1984). G: Each dist must issue annual report on student achievement, improvement goals; dists shd have more flexibility in choosing revenue sources for bonds to finance capital projects, option of funding partly through income tax; aid formula shd offer schools incentive for sharing progs (Jan 1985).
KANSAS	Governor's Council on Education (June 1983) Legislature's Special Committee on Education (April 1983, reported in 1984)	L: [illegible]% incr in salaries (1984). L: Incr tenure req from 2 to 3 yrs (1984). L: Inservice Education Opportunities Act, promote prof devel for teachers, admins; B to adopt rules; L provide $3 mill to dev (Spring 1984, eff July 1985). L: Resolution supported by G, B that ED should devel internship for new teachers, 1-yr provisional license, master-teacher level—dev by Jan 1986, implement by 1989 (April 1984). B: Rec career-incentive plans; local bds begin to devel, with implement by 1988-89 (1984). B, G: Rec addl aid to dists to incr salaries 10% (1984,1985). *L: 'Extraordinary performance pay plan' (dists would receive funding equaling 0.5% of previous budget to reward top teachers) (1984).* *L: Summer progs in remediation, enrichment, prof devel, extracurrics (1984).*	L: Certif tests for prospective teachers (April 1984, eff May 1986). B: Students must have 2.5 gpa to enter training prog (1982). G: Est of Educational Resource Center to coordinate training, support for teachers and admins, est ed research center (Jan 1985, 1985-86). *L: Special committee bill to est forgivable loans for prospective math, sci teachers (1983).*	L: Incr severance tax, [illegible]% to ed (1983). G: Incr sales tax ½ cent for general fund (1985). G: Amendment of School District Equalization Act to set basic limitations for 1985-86 to allow for salary increases (Jan 1985).

CLASS SIZE, ATTENDANCE, AND CALENDAR	GRADUATION STANDARDS	CURRICULUM AND TESTING	MISCELLANEOUS	ON THE AGENDA
B: [illegible] attendance for HS students; 6-period day (Jan 1983, eff July 1984).	B: New reqs—[illegible] yrs Engl, 2 yrs math, additional course reqs in sci, speech, reading, hist; C average in core-curric courses (Jan 1983, eff July 1984). L: Considering plan to revoke B's C-average req (Jan 1985).	B: 8th-grade proficiency test (Jan 1983, eff July 1984). B: Standardized achievement test for 11th graders (Oct 1984, eff 1985).	B: [illegible] admission reqs for state colls, univs, incl a grade-pt avg of 2.0 in core-curric courses (Jan 1983, eff 1988). B: ACT or SAT scores req for application to state colls, univs (Jan 1983, eff July 1988). L: Dists must develop discip policy and distribute annually to students, teachers (April 1984).	L expected to consider controversial 'right-to-work' bill; second phase of G's req to incr teacher salaries; further funding of the career-ladder program; revising the compulsory-schooling law; revoking B's C-average req for HS students; tuition-tax credit bill for public and private schooling. A coalition of Democrats and moderate Republicans also has proposed a tax-reform package that would produce $30 million in fiscal 1986 to increase the education budget. One of bill's sponsors said he did not expect bill to pass but hoped the proposal would 'stimulate some thinking on the part of other legislators.' Republican majority in L is expected to fight increased spending, but may give extra consideration to funding increased teacher salaries due to the number of contract disputes in Idaho this year.
SC, B: Truancy-alternative program (Nov 1984). B: Raise compulsory-attendance age from 16 to 18; at 16, students may enter alt prog (eg, community college) with approval of parents and officials (Jan 1985). LC: Lower compulsory-attendance age from 7 to 5; dists shd review day and yr to focus time on academic purposes (Jan 1985).	L: Core curric req—3 yrs lang arts; 2 math; 2 soc sci; 1 sci; 1 music, art, voc ed or foreign lang (1983). LC: State must define knowledge, skills students shd attain; dists shd set learning objectives that meet or exceed reqs; allow 16- and 17-yr-old dropouts to enroll in GED program; expand options for marginal HS students and devel dropout prevention progs (Jan 1985). B: Replace course mandates with outcome statements in 6 areas—lang arts, phys dev and health, fine arts, math, soc sci, biology (Jan 1985). B, LC: Repeal mandate for phys ed in grades 11, 12; driver ed made elective rather than mandatory (Jan 1985).	G: Computer sci may be substituted for 1 yr of math requirement (1983). LC: Students in grades 3, 6, 8, 10 shd show proficiency in reading, math, and lang arts by 1989-90; students more than 1 yr below standards shd not be promoted; those who pass shd be offered expanded learning opportunities (Jan 1985). B, LC: Est local assessments to measure how learning objectives are being met; public reporting of results (Jan 1985).	SC: Double spending—to $23 million—for textbooks; 62-percent increase—to $6.5 million—for adult education (Nov 1984). B: Improve voc ed through regional network of businesses, comm colls (Dec 1984). B: Bilingual-ed prog available to any student, not only if 20 students with same lang background (Jan 1985). LC: Req admins to spend time in classroom; professional devel for principals; certif for admins every 5 yrs; scholarships for grad admin training for minorities, women; internships for women, minorities interested in superintendencies (Jan 1985). LC: Est all-day K; expand preschool programs (Jan 1985).	G does not support income-tax increase proposed by SC for ed reform because there is no L support. G says state can accomplish reform with minor hikes in cigarette, excise, liquor taxes. Also can close loophole on sales tax. L will consider G's education agenda (to be released in Feb) along with LC recs and B's legislative package, which G has already called too costly. Private reform group's final recs due this month. Ill Ed Assoc says it will support "equitable" career-ladder bill.
B: School day to exclude lunch, recess, or befor-class time (summer 1983, eff 1983-84). L: Study of 'Project Prime Time' to gauge effects of reduced elem class size in 9 dists (March 1982, eff 1982-83); $1 million to triple scope of project (March 1983, eff 1983-84). L, G, GC's Project Prime Time—$13 million to reduce student-teacher ratios in K-3 (March 1984, eff in 1st grade 1984-85, K, 2-3 by 1986). B: Full-day K (Nov 1984). G, B: $123 million to expand Project Prime Time to grades 2 and 3 (Jan 1985). L: G, GC plan to mandate K, extend yr (March 1984). L: SBE plan to lower compulsory-attendance age from 7 to no later than Sept 15 after [illegible] birthday (March 1984).	L: Raise req credits from 32 to 38—2 yrs math, sci; 4 yrs Engl (April 1983, eff class of 1989).	B: Computer instruction must be integrated into elem, HS curric (summer 1983, eff 1983-84). L: $1.2 million for G, GC, SBE-prep basic-skills testing in math, reading comp, composition for grade 3 and 2 add'l grades (to be determined by B), remediation progs (March 1984, eff spring 1985). G, B: $16 million to expand competency testing, remediation prog to grades 3, 6, 8 (Oct 1984). B: Est School Curric Improvement Prog to allow cooperative decisionmaking, curric renewal (Nov 1984).	L: Expanded progs for gifted (Nov 1982, eff 1983). L: New enrollment reporting, record-keeping reqs for nonpublic schools (March 1983, eff 1983-84). L: Expansion to [illegible] of yr-old law that allows tax credits for donations of computer equip to public schools (March 1984, eff 1984-85). L: $1.5 million for version of G plan for gifted, summer-school progs (March 1984, eff 1984-85). G, B: Fund for 2 yrs the Consortium for Computer and High Tech Ed (Oct 1984). G, B: $2.7 million to est summer insts for gifted (Oct 1984). G, B: Incr funds for summer remediation to $10 million in 1986-87 (Oct 1984). G, B: Est prog to make 'school-discipline specialists' available to provide legal advice (Oct 1984). B: Give 20 percent of state's students opportunity to participate in remediation, gifted, enrichment courses in summer in 1985; 25 percent by 1989 (Nov 1984).	G seeking performance-pay plan for 2nd consecutive yr after L failed to pass last yr. Key legislators say L likely to approve majority of proposals, but fate of merit-pay proposal uncertain. G plans to seek a minimum of $1.8 billion in new [illegible] over next 4 yrs in effort to sustain 'Decade of Excellence' reform efforts.
L: Dists given more flexibility in scheduling yr, may share activities (1981). LC: Dists shd study use of time in school, incl 4-day week, extended yr, flexible calendar; yr defined in hrs, not days; B shd rec to L min hrs per yr (Oct 1984).	LC, JC: Devel and adopt statewide grad 'competencies' in reading, writing, speaking and listening, math, reasoning, studying (Feb 1984). LC: Students shd receive transcript of acquired competencies for employment, academic transcript (Oct 1984).	L: $25 grants for each student enrolled in advanced math, sci; one-time grants of $50 for those in 1st-yr foreign-lang courses; bonuses to dists that share progs in math, sci, foreign langs. Funded computer-software clearinghouse (May 1983). LC: Req B to adopt new academic, admin, prog standards for all dists with regular review, revision by 1987; all dists must submit evidence to ED that they have met req by 1990, if not state may assume control of dists (Oct 1984). JC, LC, G: $200,000 over 2 yrs to est comms to devel model curricula, improve communication betw disciplines (1984). LC, G: Ed fdn shd conduct research, curric devel with state, private funding (Oct 1984). LC: Dists shd provide at least 2 yrs foreign lang for all students; ED shd create task forces to devel test procedures for grades 6 or 7, 10 or 11; est advisory comms to devel, eval model curric for all students; each dist must devel curric plans with funds from L (Oct 1984).	L: Est computer software clearinghouse (1983, eff 1984). JC, G: Min competencies shd be req for coll entry (Feb 1984). LC: All dists shd implement plan for computer skills (Oct 1984). LC: G shd est office to promote business partnerships; ED shd req each dist to adopt discipline policies; ED shd conduct 1-yr study of non-approved schools, home instr; state shd provide aid for pre-K, remedial, dropout progs, dist sharing of progs (Oct 1984). G: Award prog to recognize exemplary schools, run by ED; expend coll-tuition grant prog (Jan 1985).	Iowa completed review of its public schools, with three major commission reports and G's legislative priorities providing major issues to be considered in 1985. Career-ladder plan likely to be considered again by L. Support for ed in both G's office and L, but economy very tight because of agriculture probs. LC to issue interim report every 6 mos on progress of recs, final report to L in Oct 1986.
L: Incr time [illegible] must attend school for dist to receive full-time state aid (1984, eff 1984-85). LC: Proposal plans to aid dists in moving some extracurrics to summer to decrease school interruptions; incr school yr by [illegible] hrs (Nov 1983).	B: Incr reqs from 17 to 21 credits—2 sci, 2 math, 3 soc studies; strengthened def of Engl classes. Defined college-prep prog, including courses in math, sci, foreign lang, computers (Nov 1983, eff class of 1989).	L: Assessment in reading, math in grades 2, 4, 6, 8, 10, for 3 yrs (Spring 1984). B: Dists must file ed goals, curric objectives (1984, eff Sept 1985). B: Study criteria for reviewing texts, software (1984). B, G: Summer enrichment progs, academy for high-achieving HS students (1984-1985). B, LC: L should authorize home-schooling system (Dec 1984).	HS Activities Assoc: [illegible] 4 to 5 courses student must take to participate in extracurrics (1984, eff Spring 1986). B of R: Req for entering freshmen—4 units Engl, 3 units each math, soc studies, sci, 2 units foreign lang (1983). B: L provide matching funds to dists for instructional TV (Feb 1984). B: Rec again funding for summer remedial prog in grades 1-4 (1985). L: Funds for remedial summer prog for grades 1-4 (1984).	Issues likely to get attention are bringing teacher salaries to natl avg (9.75% this year, 10% rec next year), and whether or not L will increase sales tax from 3 percent to 3½ percent, with about 80 percent of new revenues going to education.

FOR KEY TO ABBREVIATIONS SEE BOX ON PAGE 11	COMMISSIONS AND COMMITTEES	TEACHER CAREERS AND COMPENSATION	TEACHER TRAINING AND CERTIFICATION	GOVERNANCE AND FINANCE
KENTUCKY	Prichard Committee (independent study group, 1983) Governor's Council on Educational Reform (G, 1981) A Committee for a New Direction in Education (ED, 1984) Kentucky Educational Foundation (B, April 1984)	L: Est career-ladder study comm, props due prior to 1986 L session (1984). GC: Prop career ladder, higher salaries (Dec 1984). *L: Turned down props on career ladder and incr compensation; SC had called for 13.8% incr over biennium, but L limited incr to 2% and 3% for 1985, 1986 (1984).*	L: Forgivable loans for prospective math, sci teachers; est summer inst for teachers to earn math, sci credentials (1982). B: New accred standards for dists, instead of each school (1982). L: New teachers must pass competency tests, complete 1-yr internships for permanent certif (eff 1985); eff July 1984, instructional leaders must complete addl training to keep certif; eff Sept 1985, dists must adopt eval progs for all certif personnel (April 1984). L: Reqs for emergency substitutes raised from HS diploma or GED certif to a min of 64 hrs coll credit (April 1984, eff Sept 1985). KEF: Summer insts for 40 teachers at UKy (June 1984). GC: L should est scholarship prog to attract able students to teaching (Dec 1984).	L: Dists failing to meet standards could face 'academic receivership'; offered special help by ED (April 1984). L: School-bd members must be HS grads, have 15 hrs training yrly (April 1984). GC: Est Ky Educational Fdn to support ed (April 1984). L: Eff July 1984, dists must levy min tax of 15 cents per $100 in property value (April 1984). L: Dists may levy any of three taxes: utility gross receipts, excise on income, occupational-license (April 1984). *L: Failed to approve G's request for $324 million in new taxes, with $220 million earmarked for school improvements (April 1984).*
LOUISIANA	Governor's Learning Advisory Commission (Oct 1984) Governor's Economic Development Commission (Oct 1984) Governor's Conference on Education (Jan 1985)	**L: 7-percent across-the-board incr (July 1984, eff Sept 1984). G sought 10%.** **L: Est commiss to study G's career-ladder plan—report due April 1985 (July 1984). Study linked to elim of 4-yr-old prof-improvement prog giving credit, bonuses for extra studies (July 1984, eff Sept 1989).** **B: Raised passing Engl score, lowered passing math score on certif exam (Oct 1984).** *G: Withdrew prop to abolish lifetime certif (April 1984).* *L: Def G's prop, linked to est of career ladder, to raise starting salaries to $17,000 (April 1984).*	**B of Regents: 2.2 grade-pt avg to enter ed school; 2.5 exit grade-pt avg req (1980).** **B of Regents: Raise number of hrs of practice teaching for ed students from 90 to 270 (1980).** **L: General, subject exam for certif (1980).** **B: Pilot progs at ed schools offering alt certif for qualified coll grads (1982).** **L: Expanded 1983 forgivable-loan prog for prospective math, sci teachers to all disciplines; est scholarship prog to draw HS students to teaching (July 1984, eff summer 1985).** **L: Minimum-comp exam for admission to ed school; 1-yr internship following completion of prog (July 1984, eff Sept 1985).** **L: Adopted G's rec to est recruitment center to monitor supply and demand, devel recruitment progs (July 1984).**	**L: Adopted G's prop that B devel new K-12 finance formula (July 1984, study underway).** **L: Est prog to encourage devel of advanced-placement progs. Directed B to suggest how to reward merit (July 1984).** *G: Withdrew prop to L that state supt be appointed (April 1984).*
MAINE	Governor's Commission on the Status of Education in Maine (G, 1983, reported in 1984) Special Commission to Study the Impact of Education Reform (L, Sept 1984)	B: Endorsed master-mentor-teacher concept (Sept 1982) G, L: $2,000 across-the-board bonuses (Sept 1984, eff 1985). *G: Did not endorse $15,000 minimum salary recommended by GC (Summer, 1984).*	L: Est prog upgrading certif reqs—3 levels of certificates leading to master teacher, candidates must have liberal-arts background, expertise in chosen field (May 1984, eff 1988). G, L: Est competency testing to enter profession (Sept 1984, eff 1988).	GC, G, L: Increase state share of ed aid from 54% to 59%, finance formula revised, simplified (Sept 1984, eff 1985).
MARYLAND	Commission on Quality Teaching (B, 1981) Maryland Commission on Secondary Education (SC, 1982) Maryland Task Force to Study the Funding of Public Education (G, 1983) Superintendent's Task Force on Implementation of Teacher Assessment (1984)	**L: Increases one of 12 areas to be supported by $65-million alloc (1984).** SC: Across-the-board 25% pay increases (1983) SC: TF to devel prop to assess performance of beginning teachers (1984). *B: 1983 prop to offer dists $6,500 each to pilot eval systems based on those used in Ga, Fla, S.C. dropped after interested dists said they wanted to try only Ga plan.*	**L: Scholarships for prospective teachers in shortage areas—this yr, math, sci, foreign lang (1983, eff July 1984).** *G: Dropped SC's prop for $4-million incr for inservc progs (1984).*	**L: $65-million incr in 1985, $115-million incr in 1986, part of total $800-million incr over 5 yrs in state aid for equaliz (Jan 1984).**
MASSACHUSETTS	Joint Legislative Committee on Education (Winter 1982, reported in 1984)	*L: House passed major reform package in Dec 1984, with amendments by G, but Senate never considered the bill. Other versions expected to be introduced by G, JLC in 1985 session with substantially similar provisions.* *L: Full funding of 1972 teacher-certif law, req that prospective teachers take comp exam in subject areas and lang skills; teacher wd teach first 2 yrs under provisional certif, be evaluated by 3-member team—if received satisfactory eval, wd get perm certif (Dec 1984).* *L: Prop for study of teacher-retirement system provisions 1984).* *L: Stipends for teacher-mentors (Dec 1984).*	*L: Forgivable loans for teachers entering shortage-area fields; for every yr taught, 1 yr of loan for undergrad work would be paid. (Dec 1984).*	L: Proposed constitutional amend to allow state aid to private-school students (Dec 1984, to go into eff, must be approved again by 1985-86 L, then subject to statewide vote). G: $84 million tax cut for 1985-86, by raising tax exemption by $200 per person (Jan 1985). *L: Financial equaliz prog for poorer communities through 'Equal Educational Opportunity Grants'; 1-cent sales tax to finance bill (Dec 1984).*
MICHIGAN	Michigan Commission on High Schools (B, Mich Assoc of Secondary School Principals, 1982) Task Force on Mathematics and Science (ED, Jan 1983) Certification Code Commission (B, Fall 1983) Governor's Educational Summit Task Force (Sept 1984)	**L: Grants to devel state ed leadership academy for admins (July 1994).** TF: Est science-supervisor network to support teachers throughout state (July 1984). B: Dists shd revise salaries in keeping with rec for longer yr; all dists shd increase salaries (Jan 1984). B: G, L shd provide funds for teacher-training centers, grant sabbaticals every 5 rather than 7 yrs (Jan 1984). GC, G: Schools shd be req to have profess devel plan for K-12 teachers, principals (Dec 1984, Jan 1985). GC: 10 pilot proj set up to test incr school yr by 10 days for teacher prep; est summer prof-devel inst, model progs devel by B; incentive plan to involve univ faculty in inservice (Dec 1984).	GC: B, L shd prepare teacher prof devel plan, SC devel certif plan for admins, L provide funds for 1985-86 (Dec 1984). BC: Studying middle-school certif, other certif issues (1984-85).	**L: Incr state income tax from 4.6% to 6.1%, currently being rolled back (1983-85).** B: Devel models for dists sharing academic progs; G, L reorganize intermediate dists; fund pilot proj to improve joint area voc-ed/academic facilities (Jan 1984). B: Devel system, time line for accred el-sec schools; comm to study accred (Jan 1984). GC, G: L shd consider new funding system for transportation (Dec 1984, Jan 1985).

CLASS SIZE, ATTENDANCE, AND CALENDAR	GRADUATION STANDARDS	CURRICULUM AND TESTING	MISCELLANEOUS	ON THE AGENDA
[illegible]	[illegible]	[illegible]	[illegible] (1983). Council on Higher Ed: Raised coll-admissions req from [illegible] credits (1983). G, L: Mandatory K prior to entering grade 1 (April 1984, eff 1986-87).	[illegible] Subsequently, G, SC will develop joint L package for 1985 session. ED seeking to avoid court battle over finance formula, suit threatened by group of 8 dists.
B: Withdrew for further study prop to lengthen school day from 330 to 360 mins, est task force to study, report due by Feb 1985 (July 1984). *G: Withdrew prop to L that two days be added to school yr for testing, paperwork (April 1984).*	**B: Raised reqs from 22 to 23 units—3 math, 3 sci, 1 world hist, ½ computer lit. Students must pass exit exam by end of grade 11 (Jan 1984, eff class of 1989).**	**L: Expanded testing in reading, writing, math to reduce social promotions—from 3 grades to all students in grades 3-12 (1980).** **L: All school dists to provide ½-day K progs (July 1984, eff Sept 1985).** **L: Pupil-teacher ratio in K-3 not to exceed 22 to 1 (July 1984, eff Sept 1985).** *L: Rejected G prop to raise per-pupil allotment for textbooks, library materials (April 1984).* *G: Withdrew prop to replace remedial classes with mandatory summer school (April 1984).* *L: Rejected G props to req completion of K for entry into grade 1, place aides in each K-3 class (July 1984).*	**L: Tax credits for firms that give computers to schools (1982).** **L: Est statewide HS for gifted (1982).** **L: Parents of middle, HS students must sign form listing courses children taking (July 1984, eff Sept 1985).** **L: Adopted G prop to est pilot progs for 4-yr-olds with poor lang skills (July 1984).** **L: Adopted G prop to est academy for admins (July 1984). L must fund in next session.** B: Developing guidelines on extracurrics; report due March 1985 (Summer 1984).	G plans to introduce legislation altering voc-tech governance structure, with board primarily of business leaders. Career-ladder comm to report to L by April 1985. B to evaluate new HS grad reqs, to continue study of 360-minute school day.
[illegible] K-3 programs (Sept [illegible]).	SC, G, L: New min grad reqs of 2 yrs soc studies, 2 math, 2 sci, 1 fine arts, competency in computers (Sept 1984, eff class of 1989).	SC, G, L: Statewide assessment prog; all students in grades 4, 8, and 11 to take yrly tests in reading, writing, math; [illegible] (Sept 1983, eff 1986). SC, G, L: Every school must offer 2 yrs foreign lang (Sept 1984, eff 1989).	B: Experimental 3-yr [illegible] prog to recruit candidates from outside profession (April 1983). L: 2-yr grants for early-childhood-ed progs (June 1983). GC, G: SC to increase effectiveness of personal, academic, and career-counseling progs (Aug 1984). GC, G: SC review existing programs for preschoolers (Aug 1984). GC, G, L: Mandatory K (Sept 1984). GC, G, L: Coll scholarship, loan prog for HS students; teacher- and school-incentive grants for innovative progs; new funds for early-childhood ed; strengthened school-approval process (Sept 1984, eff [illegible]).	Special Commission to Study the Impact of Education Reform to report by April 30 on how to spend $27 million in teacher-bonus money approved by L in 1984. Democratic leaders want funds committed to teacher salaries. Republicans want local dists to decide. Also, debate continues over which teachers qualify for $2,000 bonuses.
MC: Req 6½-hr HS day (Nov 1983). Affect only Baltimore City schools. **G: Add $1 million to $2 2-million ½-day progs for educationally disadvantaged 4-yr-olds (Jan 1985).**	B: Retain 20-credit req but decr electives, add 1 yr math, 1 yr fine arts; certif for those who maintain 2.6 grade-pt avg, take advanced courses in foreign lang and 3rd yr science; encourage students to take more than 5 credits per year. Based on MCSE recommendation (Aug 1984).	**B: Reading test req'd for HS grad as 1st phase of academic-improvement plan called Project Basic (1978, eff grad class 1983). Phase 2, math and writing tests req'd (1983, eff grad class 1989). Phase 3, citizenship test req'd (1984, eff grad class 1988).**	**Higher ed B—incr admissions reqs—Engl, math, sci, social sci (1982).** **B: Approved affiliation with private fdn created to raise money for schools, work with private groups in ed projects (1983).** **SC: Full-time planning team to plan pilot computer 'Education Utility' in 5 schools (1984).**	B, ED have focused in last 3 yrs on sec schools. Attention now to be placed on elem level, commission similar to MCSE expected to be appointed this yr for study. Meanwhile, MCSE reports on curric, admins, student services and activities, instruction/instructional support to be completed later this yr. Commission's report on grad reqs has been acted upon. Less education activity, no major initiatives expected this year in L—a 'harmonious' year, predicted one official.
L: Limit K-3 to 20 students, 4-6 to 25; dist may waive if can prove hardship (Dec 1984).	*L: B wd determine min curric req for HS diploma and local dist cd est add'l standards. Schools wd also be req to offer apply for students to receive HS diploma til age 22 (Dec 1984).*	G: $[illegible] to ED for statewide assessment testing (1984, eff 1986). G, L: Pilot scholarship prog for seniors—if pass test, receive distinction and $1,000 scholarship to public college (1984). G, L: Pilot Regents Exam—comprehensive testing for seniors in all course subjects; those who pass would receive free tuition at public coll (1984). *L: Expanded scholarship prog, Regents Exam (Dec 1984).* *L: Schools must include certain subjects in every curric, such as math, Engl, computer literacy (Dec 1984).*	B of Regents, L: $15-million incr in state scholarship prog to $28 million (1983). B of Regents: Raised admissions reqs for 4-yr colls—4 yrs Engl, 3 math, 2 sci, 2 foreign lang, 3 electives (Jan 1984, phased in over 4-yr period). B of Regents: Est sliding scale to determine min eligibility standards for colls, composed of weighted class rank, combined SAT scores; schools can set standards higher; excludes ed disadvantaged, others (Jan 1984). G: $3.7 million for higher-ed/school partnerships (June 1984). *L: Dists cd offer pre-K, pre-1st grade progs after completing needs assessment (Dec 1984).*	L expected to consider another omnibus education bill, similar to one Senate did not consider last year; G plans to make education major issue by introducing separate ed bill with much lower cost than JEC expected to propose. High cost of omnibus bill last year, estimated at $560 million over a 3-year period, was major stumbling block. SC has 4 priorities for 1985, incl more state aid for schools and equity in distributing aid; statewide testing and assessment of eff curric and inst; early childhood; improving management of schools and school dists.
L: Dists must make up days lost due to weather, est incr of 4 days per yr (July 1984, eff by 1987). **L: School-aid incentives of $25/pupil if schools lengthen day (July 1984).** B: Dists shd incr yr from 180 to 200 days with minimum 190 for instruction, lengthen day to 6 periods, classes to 50 min to make at least 300 min per day (Jan 1984). GC: State shd devel attendance, discipline plans; reimburse dists for unusual safety, security costs (Dec 1984).	B: Dists shd incr reqs—4 yrs lang arts, 3 soc studies, 2 math, 2 sci, 1 yr health or phys ed, ½ yr computer studies; college-bound encouraged to take addl yr math, sci; B may seek L mandate to make reqs statewide if not implement voluntarily by 1988 (Jan 1984).	**L: Grades 4, 7, 10 must take diagnostic tests (1980).** **ED: All students shd have at least 1 semester computer lit (1983).** **L: Incentive grants to HS that tighten curric, offer foreign lang, gifted progs (July 1984, eff Oct 1984).** **L: Comprehensive health-ed prog in elem schools (July 1984).** **L: Funds to expand statewide testing, est assessment service center (July 1984, eff Oct 1984).** B, GC: Dists should devel improvement plans, incl homework, conduct, attendance; B considering model policies (Jan 1984, Dec 1984). B: Dists shd issue written student performance standards for promotion, grad criteria, reporting to parents; devel foreign lang progs at elem level; G,L fund preschool, special-needs progs; est textbook, materials eval center (Jan 1984). GC, G: B expand student-testing progs, improve communication to parents, community (Dec 1984, Jan 1985).	**L: Summer institutes for gifted (1981).** **L: Incentives to dists merging, grants for computer literacy, software eval, cable TV progs (July 1984).** **SC: Est task force to devel school-business partnerships (1984).** B, GC: Devel alt progs for students not adequately served (Jan 1984, Dec 1984). B: Summer insts for low-achievers (Jan 1984). GC: B set up comm on early-childhood ed, state provide incentives with aim of progs for all 4-yr-olds; B est office of educational tech to dev, coord high tech in schools; est scholarships for best HS grads; dists devel written 5-yr plans, with annual progress report; est dist/univ exchanges (Dec 1984). GC, G: State shd est voluntary elem-sec accred standards; state shd devel School-Improvement Plan for dists to use; state shd est grants for school-safety progs; ED recommend attendance, discipline guidelines (Dec 1984, Jan 1985). G: L shd fund pilot early-childhood progs; state shd improve use of high-tech in classrooms (Jan 1985).	B's Certification Code Commission is studying certif issues. Middle-school certification (currently only elem, sec certif), early-childhood-ed progs, expanded assessment, and professional devel likely to receive much attention. Because economy has improved markedly, L may appropriate even more for ed than G requests, some officials say.

FOR KEY TO ABBREVIATIONS SEE BOX ON PAGE 11	COMMISSIONS AND COMMITTEES	TEACHER CAREERS AND COMPENSATION	TEACHER TRAINING AND CERTIFICATION	GOVERNANCE AND FINANCE
MINNESOTA	[illegible]	[illegible]	[illegible]	[illegible] MBP: Decentralize authority over curric, instruction to school level (Nov 1984). G: Public-school voucher system for grades 11, 12 (eff 1986) and all grades (eff 1987-88)—part of G's "Access to Excellence Plan" (Jan 1985). G: Incr state share of school funding from 33 to 80 percent, if property-tax subsidy dropped (Jan 1985). *L: School-voucher plan limited to poverty-level families (April 1984).*
MISSISSIPPI	Performance-Based Accreditation Task Force (L, Dec 1982, reported in 1984) Commission on Teacher and Administrator Education, Certification, and Development (L, Dec 1982) Commission on School Accreditation (L, Dec 1982)	**L: $1,000 across-the-board incr, plus $25 incr for each yr of teaching (Dec 1982).** G: 9.8% across-the-board incr of $1,500, plus experience increments (Jan 1985). B: Suggesting 15% incr of about $2,400 per teacher. CTAECD: salary incr for prof devel in add to incr for adv degrees and longevity (1984).	**L: Est comm to devel prog to raise certif standards (Dec 1982).** **L: Classroom performance, basic skills and know must be eval bef certif of new teachers (Dec 1982, eff 1986).** **L: School Executive Management Institute for supts, principals (Dec 1982, eff Jan 1985).** B: Considering stiffer certif standards for new teachers, admins. Pilot 1985-86 (prop of CTAECD, Aug 1984).	**Voters: Const amend to create 9-member lay bd of ed, change SC to apptd position (Nov 1982, eff 1984).** **L: Ed-finance comm must study school, school-dist consolidation (Dec 1982). Final report due July 1985.** **L: 1% incr in tax on individ, corp income over $10,000; 0.5% incr in sales tax (Dec 1982, eff Jan 1984).** **L: Comm to set performance-based school accred (Dec 1982).** G, B, L: Est trust fund to guarantee money avail to support Ed Reform Act (Jan 1985). B: Considering recs on performance-based accred for schools (1985, proposed by PSATF, July 1984). B: Rec to L for uniform set of school laws; fiscal indep for all dists; appt all local supts (1985). EFC: Prelim consolidation plan—reduce dists from 154 to 92; make all dists fiscally indep; appt all local supts (Dec 1984). ED: Working on possible unified budget for ED (1985).
MISSOURI	[illegible]	[illegible]	[illegible]	[illegible]
MONTANA	Computer Education Task Force (B, 1982) Science Education Task Force (B, 1982)	No actions reported.	**B: ED must review teacher-training progs (1981).** **B: Raised standards for provisional certif; certif valid for 3 yrs instead of 5 (1983).** B: Upgrade certif standards for new teachers K-12, emphasis on math, sci (Oct 1983). SC: Req new teachers to pass pre-certif test (Sept 1984). G: Scholarship loan prog to attract students to teaching (Jan 1985).	**ED: On-site review of accred req every 5 yrs (1982).** **L: Minimum county levy for Foundation Program raised from 40 to 45 mills, equalization formula added (1983).** G: $1 million Excellence in Ed Fund to assist B in est ed policy—financed by 1% of coal tax; incr ed's share of coal tax from 5% to 8.7% (Jan 1985).
NEBRASKA	[illegible]	[illegible]	[illegible]	[illegible]

CLASS SIZE, ATTENDANCE, AND CALENDAR	GRADUATION STANDARDS	CURRICULUM AND TESTING	MISCELLANEOUS	ON THE AGENDA
[illegible]	[illegible]	[illegible]	L: [illegible] to promote public-private partnerships (May 1983). L: "Instructional effectiveness" prog—est 25 model sites using latest research on instruction, statewide by 1986 (May 1983). L: [illegible]-million Tech and Ed Improvement Act—est 10 school sites to show applications of tech planning, equip purchase, teacher training (May 1983); ad[illegible] 5 more sites (April 1984). L: "Programs for Excellence"—allow talented students to attend other schools (April 1984). L: Early-childhood and family-ed progs can be offered by any dist that provides community ed; provides equalized aid to dists (April 1984, eff 1985-86). L: [illegible]-million summer prog allowing dists to use part of foundation-aid levy for staff, curric devel (April 1984, eff summer 1985). S: Model schools in the arts, math and sci ed, others (Jan 1985). *L: Funding for all-day K (April 1984).*	[illegible] implementing number of commission reports; many of their recs were adopted by G, placed on L agenda for 1985 session. But G's public-school voucher proposal likely to garner most L attention, as will his proposal to increase state share of ed funding from 63 to 80 percent. Individual ed plan for the 1990's continues to be discussed by SC, B.
L: Phase in compulsory attendance ages 6-14 (Dec 1982, fully eff 1989-90). **L: Parents, guardians face $1,000 fine, 1-yr imprisonment for failure to obey attendance law (Dec 1982).** **B: Elim all exemptions to 1972 law limiting class size in grades 1-4 to 27 (Sept 1984, eff 1985-86).**	**L: B devel 11th-grade functional-lit test, nec for grad (Dec 1982, eff 1986).** **L: Req dists to revise grad req to enable students to meet functional-lit test and statewide testing reqs (1982, eff 1984-85).** SC, B: Functional-lit test shd be implemented in 1984-85 school yr, but postponed as grad req until 1989 (1984). B: Backs PBATF prop to incr req from 16 to 18 Carnegie units, incl: 4 of Engl, 2 math, 2 sci, 2 soc studies, 8 electives from named group (1985).	**L: Statewide testing grades 3, 5, 8, and 11 (Dec 1982, eff 1984-85).**	**H Ed B: Raised admissions standards: 4 yrs Engl; 3 each math, sci; 2½ soc studies; 2 lang; comp sci, typing recommended (1982, eff fall 1988).** **L: Mandatory K (Dec 1982, eff by 1986).** **L: Teacher-aide prog to assist with reading instr, other basic skills (Dec 1982, fully eff 1985-86).** *G: Vetoed 1984 L bill to est statewide HS for acad-talented sts with focus on math, sci (April 1984).*	Controversial issues expected to be proposed salary increase for teachers, proposed school consolidation. Unions are asking for $3,500 avg increase or threaten statewide strike. G and B proposing smaller increases. Final version of ed-finance comm's consolidation report due July 1985. L may give B discretion in implem of plan; may delay implem until July 1989. G and B have given backing to proposal that wd give B discretionary powers in any decisions req consol, but do not support 3-yr delay in implem of plan. State revenue situation tight. Much revenue from taxes passed in 1982 to support ed reform has gone elsewhere. G has promised no tax increase but both chambers of L are talking about an increase, possibly "sin tax" on alcohol and tobacco. L weighing bill to create ed trust fund using revenue from oil and gas severance tax. Several proposals for state lottery now before L, with 60-90 percent earmarked for education. Lottery wd req constitutional amendment on ballot in Nov 1986.
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
SETF: Limit lab class size in elem sci classes (March 1983). B: Studying longer school day (1985).	**B: Raise HS grad reqs to 18 credits by 1986 and 20 by 1989; has not yet set new course reqs (Sept 1984).**	**SC: 5-yr accred process by ED team, to include exam of student achievement test scores at indiv schools (1982, eff 1982-1987).** B: Est computer-literacy courses (1982). SC, ED: Sample K-12 curric should be compiled, distributed to dists (1983). SETF: 2 hrs weekly sci instruction in grades K-3, 3½ hrs in 4-6 (March 1983). ED: Req dists to use standardized achievement tests in grades 3, 6, 8, and 10, and establish eval system (July 1984).	**L: Private schools must maintain attendance info, share with local supt (Spring 1983).** **B: Dists must identify, provide for gifted students (1984, eff 1991).** **B of Regents: Min reqs for state scholarships (1984, eff 1988).** *L: Mandatory statewide K (Jan 1985).* *B of Regents: Decided not to raise admission reqs for state colls, univs (1984).*	Ed officials expect little ed legislation during current 90-day session. L scheduled to meet again in 1987. B currently studying 11 areas, including opportunities for gifted and talented, improved library resources, incr foreign-lang proficiency. SETF to examine sci curric.
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]

FOR KEY TO ABBREVIATIONS SEE BOX ON PAGE 11	COMMISSIONS AND COMMITTEES	TEACHER CAREERS AND COMPENSATION	TEACHER TRAINING AND CERTIFICATION	GOVERNANCE AND FINANCE
NEVADA	Governor's Commission on Educational Excellence (Aug 1983)	B: Raise salaries to attract better teachers (Jan 1985). G: L shd fund 11-percent salary incr in 1985-86; 4-percent incr in 1986-87 (Jan 1985).	B: [illegible] certif [illegible] (1983). B: Raised admission req for ed schools (Fall 1983). B: Competency testing req for certif (Feb 1984). B: Provisional certif for qualified individuals who have not completed training (Feb 1984). GC: Strengthen admissions standards for schools of ed; implement competency, literacy testing for all future teachers; est intern program; alt certif for individuals in shortage fields; recruit minority students for ed schools; develop incentives to encourage ablest students to choose teaching (Nov 1984). B: Lengthen school yr for teachers to allow time for staff and prog devel (Jan 1985).	B: [illegible] capital-outlay program (Jan 1985). G: L shd adopt salary bill-credit amend to pay for ongoing ed costs (Jan 1985). [illegible] tax-limitation initiative (Nov 1984).
NEW HAMPSHIRE	High School Standards Committee (B, Sept 1980, reported 1984) Committee on Excellence and Equity in Education (Independent, 1984, reported 1984) Ad Hoc Committee on the Gifted and Talented (B, 1985)	**B: Dists urged to review pay policies, provide professionally competitive salary and working conditions (1984).** **B: Max of 6 periods instruction, 5 different class preparations (July 1984, eff Sept 1985).** L: $1,500 yrly in 1985-87 for mentor teachers; $144,000 to direct ED to devel model for principals on teacher-eval plans, principal-inservice progs statewide (1985).	**B: New teachers must pass skills test for certif (April 1984, eff Dec 1985).** L: Funding for B-approved forgivable-loan prog (Jan 1985).	**L: [illegible]orate state dept of voc ed (1984).**
NEW JERSEY	Governor's Commission on Science and Technology (1983) Governor's Commission on Master Teachers (1983, reported 1984) Joint Statewide Task Force on Pre-College Preparation (B, March 1983, reported 1984) State and Local Expenditure Revenue Policy Commission (L, G, Dec 1984)	B: Seniority regs rewritten to limit to subject teacher has taught (1983). G, B: Master-teacher pilot prog to award $5,000 to top 5% of teachers in 10 dists (July 1984, eff 1985-86). G,L: More state aid to raise min salary to $18,500 (1985). G: 30 mini-grants up to $15,000 each for 'Governor's Teacher Grant Program,' to devel progs to improve learning (Jan 1985).	B: Raised admissions standards for teacher-training programs (1983). L: Allocated $150,000 for summer institutes for math and sci teachers and $200,000 for recertif program for math teachers (1983). B: Alt route to certif—BA, pass subject test, 1 yr state-approved dist training prog incl req coursework (Sept 1984, eff Sept 1985). G, SC: Est 'Academy for the Advancement of Teaching and Management' (March 1984, opened Jan 1985). G: Recruit 100 top coll students into teaching by offering to redeem student-tuition loans in return for service in NJ (Jan 1985).	L, G: G to appoint State and Local Expenditure Revenue Policy Commission; $500,000 to study fiscal policy, report to G and L by Jan 15, 1986 (Dec 1984).
NEW MEXICO	Mission of Schooling Group (B, April 1984)	**B: New eval process—dists form devel plan with teacher based on multiple conferences, classroom observations (1983).** **B: Prop guidelines, models of performance-based pay (Jan 1984).** **B: Performance-eval system must be instituted in all school dists (Aug 1984, eff July 1986).** **L: Req local dists to submit progress reports on performance pay implementation (1984).** *L: G's proposal to increase starting salaries to $25,000 by 1989, extend contracts from 180 to 190 days (1984).*	**B: Prospective teachers must pass NTE for certif; level set by state (1981, eff 1984-85).** **B: Ed schools must give basic-skills admission test (1983, eff 1983).** **B: Approved pilot nontraditional certif progs for those with liberal-arts degrees (1984).** B: Proposal for new certif req for computer sci (Aug 1984). B: Considering major restructuring of teacher ed and recertif (Dec 1984).	**L: Mandated partic in PL 94-142 (1984, eff 1984-85).** *G: Vetoed L's measure to move office of school finance from G to B (March 1984).*
NEW YORK	Governor's Education Advisory Committee (Oct 1983)	B: Req all teachers, admins to receive annual performance review (March 1984, eff Aug 1986). B: New teachers should serve 1-yr internship (1983). B: Incr state aid, dists to use incr to raise salaries to attract able teachers (Nov 1984). G: $60-million 'excellence in teaching' prog; to raise salaries, reduce class sizes, create discipline progs, internships for beginning teachers (Jan 1985). L: Senate considering master-teacher and career-ladder proposals. Assembly considering proposals to raise salaries, with emphasis on beginning teachers (1985).	B: New teachers must pass exam for certif, license (1982, eff Sept 1984). L: $2 million for scholarships, forgivable loans to attract math, sci teachers (1984, eff 1984-85). B: Req to pass test in basic skills, prof knowledge, and subject area for certif (Adopted 1982, incorporated into Regents 'Action Plan,' 1984). G: Incl foreign lang in scholarship, forgivable loan progr (Jan 1985).	L: Incr textbk aid by $15 million ($5 per child), incl private schools (July 1983); incr another $15 million to $75 million; state reimburse dist for purchases up to $25/student/yr (March 1984, eff July 1984). L, G: $530-million incr for elem and sec schools, largest in history, to reduce disparities between wealthy, poor dists (March 1984). B: Approved major 'Action Plan' for reform over 5 yrs; incl new curric reqs, early-ed option, other improvement measures; Estimated 1985-86 cost, $203 million; ultimate annual cost estimated at $547 million (1984). B: $634-million increase in school aid to raise teacher salaries, reduce class size, and improve instr progs (Nov 1984). G: $330-million increase in school aid (Jan 1985). G: 1-yr reduction in 'save-harmless' aid to dists with enrollment declines. Last yr proposed multi-yr phase out (Jan 1985).
NORTH CAROLINA	Business Committee on Mathematics and Science Education (G, 1982) Public Education Policy Council (L, June 1983) North Carolina Commission on Education for Economic Growth (G, Oct 1983) Advisory Budget Commission (G, 15-member budget advisory body, ongoing)	**L: Charlotte-Mecklenberg dist may relax tenure law to est merit-pay plan (June 1983).** **L: 14.6% salary incr for certif ed personnel; B to devel career-ladder plan; $1.17-million, 12-month employment prog for 700 sci, math teachers, one from each HS—doubled prog begun in 1983 to employ teachers for 6 weeks during summer (June 1984).** ABC: 5% across-the-board salary incr for all teachers, reinstatement of salary schedule (Jan 1985). B: Career-ladder plan for teachers, admins—incl pilot-test in 16 dists in 1985-86, with possible extension to 1986-87, before full implementation. L must approve; ABC has rec funding (Fall 1984).	**L: Est Principals' Inst with computerized resource file, workshops (1980).** **B: Incr cutoff score on NTE for certif (1982).** **B, UNC B of Govs: Use General Knowledge and Communications Skills test of NTE as req for admission to teacher-ed prog (March 1983). B adopted min test scores in June 1984.** **B: New standards for teacher-ed insts; guidelines for approved ed progs, incl general ed, prof ed, and subj-matter specialization in 20 areas of certif (May 1983).** **L: Mandated devel of quality-assurance prog for admins by March 1986 (June 1984).** **L: Incr scholarship-loans from 44 to 244 to recruit top coll students with up to $8,000 in forgivable aid. One-time incr in prof-devel funds from approx $25 to $50 per state-funded certif position (June 1984).** **L: $580,000 to UNC system to est math-sci centers for middle- and HS teachers, per CEEG rec (1984).** **L: $374,000 to est principals' management prog (1984).** ABC: Incr prof-devel funds to $100 per certif position; sufficient funds in future yrs to continue each scholarship under prospective-teacher prog for 4 yrs, provide 800 per yr by 1987-88; est center for advancement of teaching at Western Carolina University; CEEG rec (Jan 1985).	**L: 8 dists to devel pilot prog for alloc of state funds on per-pupil basis during 1984-85 school yr (July 1983—B must devel accountability system by July 1985 to determine effectiveness).** **L: Approp funds to hire more asst principals, math/sci teachers (July 1983; renewed 1984).** **L: Authorized ½-cent local sales-tax increase; 40% to schools, 60% to local gov't operations (1983).** L: Enlarge B from 13 to 21 members to incl legis appointees; change SC from elected to B-apptd; wd req const amendmt (1984). ABC: Req each dist to have finance officer, funded by the state to improve fiscal admin; per rec of CEEG and Basic Education Program (Jan 1985).

CLASS SIZE, ATTENDANCE, AND CALENDAR	GRADUATION STANDARDS	CURRICULUM AND TESTING	MISCELLANEOUS	ON THE AGENDA
GC: Limit outside intrusions into classroom environment (Nov 1984).	B: Raised reqs—3 yrs Engl, 2 math, sci (July 1982). GC: Raise grad reqs—4yrs Engl, 3 yrs soc studies, 3 yrs math, 2 yrs sci, ½ yr computer sci, 2½ yrs of health/phys ed (Nov 1984).	B: Statewide proficiency tests for grades 3, 6, 9, 12 (1978). B: L shd empower B to give proficiency exams; fund statewide review of student testing; strengthen curric offerings, voc-ed prog; gather comparative achievement data to compare Nev with other Western states; improve handicapped services (Jan 1985). B: Develop compensatory prog for 'at risk' students, summer progs for gifted (Jan 1985). G: Provide a 23.8-percent funding incr for special-ed progs (Jan 1985).	GC: Est prog to honor exemplary schools; ED shd provide diagnostic team for schools that receive low ratings in eval; dists and est partnerships with businesses, colls, agencies; parents shd involve themselves in ed (Nov 1984). B: L should require dists to report annually on student progress, teacher/pupil ratio, dropout rate, ethnic composition; incr funding for materials, supplies, computer equip; provide services to handicapped as early as age 3; improve guidance progs; make counseling available to elem children; make K available to all; overturn certif law req MA for admins (Jan 1985).	G has asked L to give priority to increasing teacher salaries and requiring dists to report annually to communities on progress of school and pupils. Based on GC's proposal, B is considering increasing grad requirements. ED officials expect state's improved economic health to improve chances that L will fund ed reform.
B: Req min of 180 days—990 hrs instruction—instead of req attendance for 180 days (July 1984, eff Sept 1985). B: Req HS class size of 30 in nonlab courses, 24 in lab courses (July 1984, eff Sept 1987). SC: Suggesting dists consider 200-day calendar (Jan 1985).	B: Incr req credits from 16 to 19¾—4 Engl; 2½ soc studies; 2 each math, sci; 1 phys ed; ½ each arts ed, comp ed; ¼ health ed (1984, eff class of 1989).	B: Student skills testing, tentatively in grades 4, 8, 11 (June 1984). CEEE: Req community service in HS curric (1984).	B, G: Pilot prog—funded by G at $40,000—to est summer prog for gifted students, teacher ed, in 4 dists (1984). G: Computer in every classroom in state (1984).	ED, L, University of NH are in final stages of developing 'Augenblick plan' for distribution of state foundation aid (state's finance system now being contested in suit brought by group of property-poor dists). New plan be based on a several factors, not just dist's property wealth. L will consider a bill to reorg ED, making SC appt'd by G rather than B.
No actions reported.	L: New course reqs: 4 yrs communications; 2 computation; 2 soc studies; 1 natural or phys sci; 4 phys ed; 1 fine, performing, or practical arts; ½ career exploration or devel (eff 1981). B: Adopted reqs for SC's prop for grad req for limited-Engl-proficient students (March 1984, eff class 1987).	B: SC's prop that High School Proficiency Test replace [illegible] Minimum [illegible] B: [illegible] Skills Test for grad; first administered in grade 9; remediation for those who fail; repeat 10 grade (Jan 1983, eff 1985-86).	L: Mandated [illegible] ed for handicapped (1983). B: New eval guidelines, criteria for schools. By end of 1985-86, if must meet [illegible] (July 1983). B: Approved G, SC's prop to [illegible] Urban Initiative (March 1984). Assistance to 56 dists in prog dev and planning (eff 1984); school-improvement projects for 3 dists (eff Feb 1984). SC: [illegible] awards prog to recog state's most successful placement programs (Sept 1984, eff Sept 1985).	B, SC to look at [illegible] progs for [illegible] youths, and [illegible] school [illegible]. G prop $1.2 million in 1985-86 budget for expansion of master-teacher prog if successful; pilot prog approved for 10 dists last [illegible] and only 7 dists are participating.
L: Direct ED and L to review pupil-teacher ratio (19[illegible]).	B: Incr grad reqs: 4 yrs Engl, 2 soc studies, 2 math, 2 sci, 1 fine arts, 1 phys ed, 8 electives (1983, eff 1987). B: All students must acquire computer competency prior to grad (July 1984, eff 1988 graduates).	No actions reported.	No actions reported.	B's Mision of Schooling Group will consider long-range needs of students in order to develop plan. L to consider bills to fund: pilot projects for merit pay, state comm on excellence in ed, increased teacher salaries, lower pupil-teacher ratio, ed for 3- and 4-yr-old handicappd. In light of the state's poor fiscal health, G has recommended an 'austerity' budget for fiscal 1986 and called for the 'efficient' use of funds to make improvements.
L: Incr G's [illegible]-million prop to $25 million for prog to improve attendance and retention (March 1984). L: One day for staff development 1984-85 (April 1984). B: Req all dists to provide 2 extra days for staff dev at $40/teacher/day; encourage dists to provide up to 5 addl days for inservice at $125/teacher/day, times the state-aid ratio (Nov 1984). *B: Revised Action Plan drops proposal to add 10 days to school yr for instruction. Emphasizes more efficient use of existing time (March 1984).*	B: Incr standard reqs from 16 to 18.5 credits—2 yrs math, 2 sci, 4 soc studies, 1 yr in arts, music, 4 yrs Engl; half-credit health ed, plus additional sequence reqs. Students seeking special Regents diploma would take 3 yrs of foreign lang (1984, eff for class of 1989).	L: Created state magnet-school prog, G proposal (July 1983). B: Add 3 Regents competency tests in sci, global studies, and Amer hist and govt to current reading, writing, math. Tests req for grad (1984, phase in 1989-91). B: All students study 1 yr foreign lang between K-9 (eff for class of 1992). Incr to 2 yrs (class 1994). Half req units must be in 1 lang (1984). B: Incr req for grades 7-8—Math, sci, Engl, soc studies, art, music, home and career skills, tech ed, library and info skills, phys ed, health ed (1984, eff Sept 1986). B: 8th graders take accelerated courses if ready in 5 of 8 areas: Engl, soc studies, for lang, art, music, occupational ed, Regents sci or Regents math (1984, eff Sept 1986).	L: G prop $10-million reimbursement prog for computers; $8 million for software (March 1984). G: Another $10 million for hardware; $16 million for software (Jan 1985). B: Add $72 million to state aid to dists for pre-K progs for 4-yr-olds (Nov 1984). G: $1 million to create specialized 'high schools of excellence' in 8-10 regions (Jan 1985). G: Early-intervention programs for K-6 students (Jan 1985).	Key item this L session will be G's prop for tax cut in view of state revenue growth. Is also important yr for B because 1st yr of Action Plan, and L must approve many of its standards, regs. L is also considering major teacher-compensation and development programs this session.
B: Pilot prog in 2 dists to extend day to 7 hrs, yr to 200 days (June 1983). 1 dist withdrew from proj (Jan 1985). L: Reduced class sizes in grades 4-6 from 30 to 26 students per teacher (1984). ABC: CEEG and Basic Education Program rec to reduce class size in grades 7-9 to 26 students per teacher (1985).	L: Competency test req for grad (1977). B: Incr req from 18 to 20 credits, incl 4 Engl, 2 soc studies, 2 math, 2 sci, 1 phys ed, health (1983). B: Inst NC Scholars Prog, req 22 credits, incl extra courses in math, sci, foreign lang; must have B-avg (1983). GC: Considering adding writing req to test req for grad (1985).	L: ED, B devel testing of basic competencies for promotion, grades 3, 6, and 8; end-of-course testing program at HS level (1984). L: Funds for ED to devel comp-based curric (1984). B: Basic Education Program sent to L. Prop statewide curric for K-12, incl specific subjects, skills for each grade; standards for support services, promotion, in-school suspension, compensatory ed, progs for exceptional children; equip, material needs; staffing ratios; reduced class size; standards for facilities. ABC rec $94 million for first stage of implem (Oct 1984). ED: Developing competency-based curric as req by L.	L: Est HS for math, sci (1980). L: Est Children's Trust Fund to prevent abuse and neglect, funded through a $5 incr in marriage-license fee (1983). L: Est committee to study computer literacy (1983). Approp $5.3 million to partially fund its prop for computer lit in grades 7-12 (1984). L: $12.4 million for sci/math, voc, computer lab equip (1984). B of HE: Req for admiss to univ system eff fall 1988—4 yrs Eng; 3 each math, sci; 2 soc studies; rec at least 2 yrs foreign lang (1984). ABC: $23 million for recs of computer-literacy comm (1985). ABC: As part of Basic Education Program, rec $350 per child to est free remedial summer school in every dist for students scoring below 25th percentile on tests in grades 3, 6, and 9 (Jan 1985). ABC: As part of Basic Education Program, create job-placement centers, middle-school dropout progs for high-risk students, alternative instructional progs (Jan 1985).	New G still developing proposals, including tax package for L. State officials predict $254.9 million credit balance 1983-84; $333.3 million 1984-85. G committed to elim taxes on food, intangibles, drugs, and business inventory. Drop in revenue wd have to be made up through continued econ growth or by deferring items in the state budget. G has expressed general support for the Basic Education Program, but may delay or stretch out implem bec of his commitment to tax relief. L will be considering passage of Basic Education Program, which is a comprehensive plan for reform proposed by the B. Other controversial item will be proposed career-ladder program rec by B. L's education council wd like to field test B's prop for 2 yrs rather than 1. ED working on devel competency-based curric for B approval in 1985. In addition, L will be considering changes in governance, including expanding B to include L-appt members, and making SC a board-appt position.

FOR KEY TO ABBREVIATIONS SEE BOX ON PAGE 11	**COMMISSIONS AND COMMITTEES**	**TEACHER CAREERS AND COMPENSATION**	**TEACHER TRAINING AND CERTIFICATION**	**GOVERNANCE AND FINANCE**
NORTH DAKOTA	Legislative Interim Study Committee (1983)	L: Req evaluation of teachers, admins (July 1983, eff 1983-84). G: Est teacher centers, admin academies for inservice training (1984).	No actions reported.	L: Reorganized, consolidated dist tax levies (April 1983). LC: Changes in state foundation aid to incr aid, additional incr according to enrollment (1984).
OHIO	Commission on Articulation (B, B of Regents, 1981) Ohio Commission on Educational Excellence (B, 1982) School Finance Task Force (SC, 1983) Master Plan for Elementary and Secondary Education for the Remainder of the 20th Century (B, 1983) Blue Ribbon Committee on Secondary Vocational Education in Ohio (S, March 1983) Teacher Education and Certification Standards Committee (B, 1984)	**L: Public employees have coll-bargaining rights, incl right to strike (1983).** SC: Career-ladder, 'academic-coaching' concepts endorsed (1982). MP: Raise min salary from $12,700 to $13,700 for 1986, $14,800 for 1987; revise tenure law to incr flexibility to remove inadequate teachers; career ladder, peer-review prog; 11-month contracts (Dec 1984). G: Substantial incr in min salary (Jan 1985).	**B: New accred standards for state charters (1982).** TECSC: Examining 21 teacher-ed and certif issues (1984). MP: Est entrance exam for prospective teachers similar to those in other professions; loan forgiveness for able prospective teachers; 1-yr internship for new teachers (Dec 1984). G: Forgivable-loan prog (Jan 1985).	**L: Raised state income tax, restoring school funds previously cut, adding some new (1983); local-option income tax for dists enacted (1982), repealed (1983).** **L: State lottery earmarked for ed; provides about 5 percent of operating costs of state schools(1983).** B: Estimates $1.1-billion increase needed for improvement in salary sched for teachers and funding K-12 programs; additional $300 million for full-time K; $150 million to compensate local dists for revenue lost from property-tax rollbacks, reassessments (Dec 1984). B: Raise funding from $1,943 per pupil in 1985 to $2,235 in 1987 (Dec 1984). SFTF: Incr funding for foundation formula (1984). MP: $24 million to encourage dist innovation (Dec 1984). MP: Permit county, joint voc boards of ed to reorganize through joint governance of dists between counties, among other options (Dec 1984).
OKLAHOMA	State Superintendent's Advisory Council (1984) Oklahoma State Textbook Committee (B, 1984)	**L: Incr salaries by $1,000; extra $500 annually to mentors, $215 to teachers who complete local staff-devel reqs; tied incrs to changes in certif prog (1980).** **L: Est career-salary index; funds to help dists meet standards (1981).** G: $43 million to incr every teacher's salary $1,000; $8 million to fund career-ladder prog (Jan 1985).	**L: $16 million annually to incr ed-school entrance reqs, est exit exam, req dists to provide inservice, est 'mentor' prog for 1st-yr teachers (1980).** **L: Certif candidates eval by peer committee aft 3 yrs; teachers with certif must earn credits in inservice progs for license (1980).** **L: B to set min criteria to be met by all candidates for admission to teacher-training programs (1984).** **L: Req greater emphasis on field work in ed schools (1984).** **B: Discontinued 7-yr certifs (Aug 1984).**	**L: Finance reform to equalize spending in wealthy, poor dists (1980).** **L: Incr ceiling on local tax levy to support voc ed (1984).** **Voters: Approved raising ceiling on local tax levy to support elem and sec ed (Nov 1984).** G: Change state supt from elected to executive director post, hired by B (Dec 1984). L: Considering G's lottery bill; schools would receive about 24¢ of each $1 ticket sold (Jan 1985). L: Considering G's prop to make temporary 1¢ sales tax incr permanent (Jan 1985).
OREGON	Senate Task Force on Education Policy (Oct 1983) Teacher Standards and Practices Commission (G, ongoing) Oregon Educational Coordinating Commission (G, ongoing) Superintendent's Advisory Committee on Mathematics and Science Education (July 1983)	B: Local dists shd improve effectiveness of evals for teachers, admins (June 1984).	**TSPC: California basic-skills test required for certif (Dec 1984; eff spring 1986 grads).** OECC: Alt-certif plan for coll grads with no ed-school training—pass competency tests in basic skills, subject area, ed-related areas (Nov 1984). OECC: Est master-teacher certif; req continuing-ed credits for recertif; provide continuing ed at dist level; require principals to teach at regular intervals; est 'initial certif,' provide evaluation, counseling after 1 yr (Nov 1984).	G: 5-percent sales tax that wd generate $700 million yearly for elem-sec, subject to L approval and public vote (Dec 1984). *Voters: Ballot Measure 2—would have instituted 1.5-percent property-tax-limitation measure (Nov 1984).*
PENNSYLVANIA	Governor's Commission on the Financing of Higher Education (Dec [illegible])	G: Est 'Excellence in Teaching' prog to enable dists to award up to 5% of teachers 1-yr, $2,000 bonuses (1983).	L: Forgivable loans for math, sci majors; [illegible] (1983, eff 1984). G: Est 'Commonwealth Institute for the Improvement of Mathematics and Science Education' to improve teacher skills (1984). B: Approved G progs to req new teachers to pass tests in basic skills, knowledge, subject matter; req permanently certif teachers and admins to obtain 6 continuing ed credits every 5 yrs; 1-yr internship for new teachers (Sept 1984, eff 1987).	G's 'Turning the Tide' reform package (Oct 1983) estimated to cost $41 million 1st yr; appropriated $30 million. Estimated 1985-86 cost is $86 million. Ultimate annual cost estimated at $107 million.
RHODE ISLAND	Advisory Committee on Teacher Certification (B, late 1960's) Joint Committee on School and College Articulation (B, Sept 1981) Special Commission on Elementary and Secondary Education in Rhode Island (L, 1984)	No actions reported.	**L: Est comm to study mechanism and funding for teacher inservice (May 1983)** **B: New certif standards, strengthening course reqs for candidates in early-childhood, elem, and sec ed (Jan 1985, eff Sept 1987).** L: Asked ED to explore feasibility of req basic-skills test before initial certif (1984, report due Feb 1985).	**L: Est comm to study state aid to dists (1984, expires May 1985).** B of Regents: Rec L add incentive reimbursement to aid formula for progs for gifted (Nov 1984). B of Regents: Rec L consider SC's proposal to raise state's share of ed funding from 39% to 50% or $30 million by 1990's (Dec 1984). SC: Rec L link incr in state aid to dists' progress toward state goals. Asking $3 million incr for prog for next 5 yrs (Dec 1984).

CLASS SIZE, ATTENDANCE, AND CALENDAR	GRADUATION STANDARDS	CURRICULUM AND TESTING	MISCELLANEOUS	ON THE AGENDA
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
B: Pupil-teacher ratio not to exceed 25-1 in K-4 by 1986 (1982). HS Athletic Assoc: Students must pass 4 subjects to participate in sports; up from 3 (1984). MP: Change optional half-day K to mandatory all-day K. Pilot projects for early-childhood progs in schools; devel latch-key progs. (Dec. 1984). MP: Reduce funds for dist not meeting reqs (182 days, 5½ hrs per day for grades 7-12, 5 hrs for grades 1-6) (Dec 1984). MP: Extend school yr or day to provide 10 days extra for inservice, curric devel (Dec 1984). B: Dists use general funds for early-childhood progs in which parents active; ED should devel standards for progs; permit dists to offer 'latchkey' programs (1984).	B: Raised reqs from 17 to 18 units by adding 1 yr math (1982). B: Will study merits of raising grad standards, req 4th unit of Engl and 2nd unit of sci (1985).	B: Students in grades 7, 8 shd receive computer sci training (1982). B: Dists must administer achievement tests once in grades 1-4, once in 5-8, once in 9-11; must provide remedial help to students failing to meet dist cutoff (1982).	B: Private schools seeking state charter must comply with standards for public schools. May choose not to seek charter on basis of relig beliefs but must meet safety, health codes (1982). B, B of Regents: Colls shd req—4 yrs Engl, 3 math, 3 sci, 3 soc sci, 2 foreign lang for unconditional admission (1981). BRC: Closer relationships betw math, sci, and occupational prep; incr options for college-prep students to take voc ed; more voc progs for handicapped; greater scheduling flexibility; competency testing for teachers; raise equip allocation to bring to state of art (Dec 1984). MP: Tuition-free summer schools; summer insts for gifted; est state-level business, industry ed council, similar local ones; incr opportunities for community work by HS students; early identif of special-needs children (Dec 1984).	B recs now ready for L. Debate over taxation expected; some groups calling for tax relief. G endorsed 10% income-tax cut over two years, but Republicans—now Senate majority—want 30% decrease in income tax over next 3 yrs. L may roll back income tax if unemployment drops, surplus accrues. Teacher Ed, Certif Comm and B's Education Standards Revision Committee to release white paper, followed by public discussions of new standards, by November.
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
B: Free classrooms of interruptions, devel more productive daily, weekly, annual schedules and calendars (June 1984). G: ED, local dists shd encourage school-based management, local control (Dec 1984).	B: SC prop to raise min reqs in math, sci from 1 to 2 yrs (March 1984, eff fall 1984 freshmen). B: Strengthen HS grad reqs—incr units to 4 Engl; 2 math and sci; 1 US hist, govt, econ, world hist and culture, health, phys ed; ½ career development, personal finance; 2 req electives in voc ed/applied arts, visual/performing arts, or foreign lang; 7 electives (June 1984). B: 'Honors diploma'—to be awarded to HS grads for academic achievement (June 1984). G: Strengthen HS grad requirements (Jan 1985).	B: Student-achievement test for all 9th graders in reading, writing, math (Dec 1984, eff spring 1985). B: Statewide K-12 curric (June 1984, eff fall 1985). B: ED, dists, higher-ed institutions shd define common K-12 curric goals (June 1984, eff fall 1984). B: Basic-skills tests in three grades, with sample testing in spring 1986 (June 1984). B: Req schools to make student profiles available for evaluation (June 1984).	B of Higher Ed: Raised admission reqs for 4-yr coll—4 yrs Engl, 3 math, 2 sci, 3 soc studies, 2 other coll-prep courses (prefer foreign lang) (June 1983). OECC: 'Charting the Course,' development of statement of goals, objectives for every level of public ed; preliminary to setting statewide plan (approved by TSPC in 1984; in next 2 yrs, all ed insts will participate; does not require L approval). B: Est ed-tech council to encourage business/education partnerships (June 1984, eff 1985). B: Considering prop for ED to free selected dists from standards so they can devel creative initiatives (June 1984). G: Incr tech assistance to dists (Dec 1984).	L has not met since spring 1983. G's sales-tax proposal to fund basic-education plan and stabilize ed finance is likely to dominate first part of L session, as will economic-development/ed issues. L to consider B-approved 'Action Plan for Excellence,' some elements of which G has incorporated into his L proposal. B has not backed many other proposals in effort to throw full support behind Action Plan. Some of its elements do not require L approval and will be examined, voted on, and phased in over the next year by B, ED.
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
No actions reported.	B of Regents: New reqs for coll-bound—4 yrs Engl; 3 math; 2 lab sci; 2 foreign lang; 2 each soc studies, hist; ½ each in computer lit, arts; 4 electives (June 1983, eff 1985). B of Regents: SC's prop for merit diploma for 'superior and exceptional achievement' (Sept 1984, eff 1985-86). B of Regents: Est grad standards for non-college-bound—2 math, 2 soc studies, 2 sci, 4 Engl for those entering 9th grade after 1985 (Jan 1985, eff Sept 1985).	G: $4 million for computer equip, software, teacher training (Oct 1982, eff 1984). B of Regents: Annual statewide basic-skills test for grades 3, 6, 8, 10 (Sept 1984, eff Sept 1985). B of Regents: Schools shd teach competencies in reasoning and analysis, health, fitness, life skills, computer literacy (Sept 1984, eff 1986-87). B of Regents: ED's basic-ed prog shd begin in Sept 1985. Basic-ed prog, devel and piloted since 1970's, wd define what every school must provide in curric, support services, management according to state standards. Standards proposed by ED subject to public hearings in March 1985. (To be implemented in 8 dists by Sept 1985, phased in over 5 yrs) (Jan 1985).	JCSCA, Higher-Ed B: Colls, univs to identify courses, competencies req for all progs, convey to HS personnel, apply consistently (July 1983). B of Regents: Endorsed SC's promotion of 'effective schools' research as a priority for 1985; 18 to 20 schools began projs with ED in 1984 (May 1984). B of Regents: Commissioned study of voc ed, incl impact of grad reqs on voc-ed students (Sept 1984, report due June 1985). ED: Task force working to est business-ed partnerships (Sept 1984, report due June 1985).	B of Regents to hold public hearings in 1985 on teacher-competency testing, will consider ED's request to strengthen certif in special subject areas. Will also hold hearings on standards for basic-ed prog, which have been proposed but not approved. ED will have major conf on studies of declining enrollment. The major education issue this year will be L's consideration of 50-50 funding, which SC strongly endorses and G backed before election.

FOR KEY TO ABBREVIATIONS SEE BOX ON PAGE 11	COMMISSIONS AND COMMITTEES	TEACHER CAREERS AND COMPENSATION	TEACHER TRAINING AND CERTIFICATION	GOVERNANCE AND FINANCE
SOUTH CAROLINA	[illegible]	[illegible]	[illegible]	[illegible]
SOUTH DAKOTA	Task Force on Education (B, Regents, Spring 1983)	B: Est eval regs for dists (Sept 1983). L: All teachers eval yrly, new teachers eval each semester during first 2 yrs (1984). L: Resolution to study pay, merit pay, career ladders (1984). ED: Guidelines for dist staff-devel plans (1984-85). ED: Task force conducting ongoing study of staff devel (1984). G: 3-level career system, 1-yr apprentice, min 3-yr instructor, senior status, approp incr in salary at each level (Jan 1985). *L: $2-million merit-pay program (1984).*	B of Regents: Ed schools must offer degree progs in foreign-lang by 1984; 'adequately' prepare candidates for HS level; review progs, retention, grad reqs, organization, admin. Panel of coll, univ reps to submit plan for testing degree recipients by spring 1984 (July 1983). B: Teachers, admins must have 15 hrs annual inservice, be recertif every 5 yrs (1983, eff 1983). ED: Task force conducting ongoing study of teacher ed (1984). G: Competency test for grads of teacher-prep progs (Jan 1985).	G: Place state divisions of elem-sec ed, voc-ed into one unit (Jan 1985). G: All dists should be placed in regional cooperatives, incentives to dists to join co-ops (Jan 1985). G: 'Family Option' to allow any family with children in HS of under 50 students to enroll student in adjacent dist, state paying tuition (Jan 1985).
TENNESSEE	[illegible]	[illegible]	[illegible] L: Forgivable loans for students who teach math, sci for 4 yrs in state (Feb 1984, eff Sept 1984.)	[illegible] B: Req that supts be appointed rather than elected (Jan 1985).
TEXAS	Committee on Standards for the Teaching Profession (ED, 1979) Select Committee on Public Education (G, 1983, reported Spring 1984) Price Differential Index Advisory Committee (B, 1984)	B: 3-tier certif system—provisional certif 3 yrs, renewable once; standard certif renewable every 7 yrs; prof certif req MA or PhD, good for life. Salary tied to degree held (1982, eff May 1986). B: Est teacher-eval regs for dists (Sept 1983). L: Starting salaries $15,200; exp teachers must receive yrly incr of at least $1,700—modified versions of G's proposal (July 1984, eff Sept 1984). B: 'Price-differential index'—school-finance model to consider teachers' salaries, response to L mandate in 1984, will affect distrib of over $600 million per yr for 1985-87 biennium (Dec 1984, eff immed).	B: Basic-skills entry test req (1981, eff March 1984). B: Basic-skills exit test req for certif (1981, eff May 1986). B: Changes in inst standards for undergrad, grad approval, in prog standards for provisional certif and endorsements, passed single set of standards for training progs (Jan 1984). L: Current teachers must pass one-time basic-skills, subject-area competency test—modified version of G's prop (July 1984, eff June 1986). L: Delay implementation of teacher-competency test until unspecified date (Jan 1985).	L: 1-cent incr in sales tax to fund G's $2.8-billion Educational Opportunity Act of 1984 (July 1984, eff Sept 1984 to Jan 1985). L: Revised school-aid formula, based on weighted student counts, to incr funding by $1.9 billion in 1984-85, provide greater equaliz—modified version of G's prop (July 1984, eff Sept 1984).
UTAH	None	[illegible]	[illegible]	[illegible]
VERMONT	None	No actions reported.	B: Abolished provisional certif; created 5-yr probation certif, 7-yr continuing certif (Sept 1983). L: Forgivable loans for shortage areas (May 1983). B: Est joint effort with state-coll system to find alt certif methods (Feb 1984, ongoing study). B: Dists must set goals for personnel training, improvement to earn state approval (Aug 1984, fully eff Sept 1986). B: Est inst to expand, improve inservice training (Aug 1984, eff Sept 1986). B: Req 5 inservice days per yr (Jan 1985, eff Sept 1986).	G: Raise state cigarette tax 8 cents for education aid, state revenue sharing program (1985).

CLASS SIZE, ATTENDANCE, AND CALENDAR	GRADUATION STANDARDS	CURRICULUM AND TESTING	MISCELLANEOUS	ON THE AGENDA
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
B: Classes must meet for no less than 250 minutes of instruction per wk per class (1984). B: Study of K-3 class class size (1984). G: Incr yr by 5 days for addl staff devel, preparation time, state pay teachers $375 for week (Jan 1985).	B: New reqs, bring total from 18 to 20 units by class of 1989. Eff class of '87—4 yrs Engl, 2 soc studies, 2 math, 2 sci (1 lab). Eff '89—4 Engl, 3 soc stud, 2 lab sci, ½ lab computer studies, ½ fine arts (Sept 1983). B: Dists must outline course objectives, performance standards for courses req for grad (Feb 1984, eff 1984-85). B: Regents Scholar Prog—special diploma to srs with GPA at least 3.0, 4 credits Engl, math, sci; 3 credits soc studies; 2 foreign lang (1984).	B: Dists offer ½ unit HS courses in lab computer sci by 1987 (1984). B: Achievement tests in grades 4, 8, 11 (1984, eff Spring 1985). B: Dists must offer min 2 yr foreign lang, progs for gifted (1984). ED: Task forces conducting studies of curric, fine arts, student assessment (1984).	B of Regents: Min admission reqs, eff fall 1987, for 4-yr progs—4 yrs Engl, 2 math, 2 lab sci (in 1988, 3 lab sci), 3 soc studies, 2 foreign lang, ½ computer sci, ½ fine arts. GED students: Min score of 21 on ACT (July 1983). B of Regents: Superior Scholars Prog—state, colls provide funds to award national merit semi-finalists up to $2,000/yr for higher ed in state (1984). ED: Task forces conducting studies of school-business partnerships (with Dept of Labor); voc-ed; on-site accreditation; joint B, B of Regents (1984). L: G prop that students be required to attend school until they graduate (1984).	G's prop for career ladder, district cooperatives, 'family-option' voucher prog, 5-day extension of yr for teachers, and 8-cent increase in cigarette tax to fund new reforms are all likely to be controversial in 1985, state officials predict. Enrollments in the state are down and costs are up, so money for education is tight, though G sees as top priority this year. The three major teachers' and administrators' associations are more unified in support than in years, according to officials.
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
University Scholastic League: Participation in most extracurrics limited to those who pass 4 of 5 courses with grade of 70 (1983, eff fall 1984). L: HS students must pass courses with 70 grade to be eligible for extracurrics—modified version of G's prop (July 1984, eff Jan 1985). B: For extras, students may not miss any 1 class more than 10 times; eligible students must limit outside-school practices to 8 hrs a week in any single activity, not to exceed 20 hrs for all (Dec 1984, eff spring 1985).	B: Increased reqs, from 18 to 21 units—4 Engl, 3 math, 2 sci, 2½ soc studies, ½ economics, 1½ phys ed, ½ health, 7 electives. Est 'advanced' diploma with 22 grad reqs, incl 1 fine arts, 2 for lang, 1 computer sci, 3 electives (March 1984, eff 1985-86).	B: Statewide standards for 'essential elements' in 13 subjects (March 1984, eff 1985-86). L: Students must take achievement tests every 2 yrs; HS students must pass exit exam—modified version of G's prop (July 1984, eff June 1985).	At least 10 public colls stiffened admissions requirements in 1983. No public board governs policy; colls act individually.	Recession, drop in oil and natural-gas prices creating severe fiscal situation expected to force L to set tough budget priorities. G says he is not seeking new programs but intends to honor commitments made to public ed during July 1984 special L session, during which Educational Opportunity Act of 1984 was passed. G also says tax increase is last resort (he endorsed 1-cent sales-tax increase approved by L to fund ed bill), but key L members say tax increase is likely and issue will dominate L session. Legislators also likely to consider clarification of some elements of ed-reform package. And there will be a number of challenges by local officials, teachers' unions, and athletic associations to certain elements of the Educational Opportunity Act.
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
B: Per SC prop, limit pupils per teacher—in K-3, 20; 4-6, 25; in HS Engl-lang arts, 100; all other HS areas, 150 (Aug 1984, fully eff Sept 1989). B: Per L mandate, set uniform calendar req 175-day school yr plus 5 inservice days (Jan 1985, eff 1985-86).	B: Lowered req credits from 16 to 15.5, set minimum reqs—4 Engl; 3 each math, sci, soc studies; 1 art; 1½ phys ed and computer literacy (Aug 1984, fully eff Sept 1985).	B: Students must master basic skills as measured by assessments (Sept 1980). B: Guidelines for course content, minimum competency for HS grade and other grade levels (Aug 1984). B: Students must pass basic-competency test in 8th grade instead of 12th (Aug 1984, eff 1989).	B: Est Governor's Institutes in sci, arts; sponsored by ED, Vt Council on the Arts, Vt State College System (Feb 1983). B: Minimum standards for voc ed, as req by L's omnibus voc-ed bill (1984, fully eff 1986). *L: Defeated G's prop to guarantee access to public K and to offer 'early ed' to 4-yr-olds (1984).*	G Will introduce bill to provide universal access to public K. 'Honeymoon' for new G likely be brief and L is likely tough opponent for cigarette-tax, revenue-sharing plans. B will begin study of school-finance formula, with heavy emphasis on local property tax, due to expire in 1987.

FOR KEY TO ABBREVIATIONS SEE BOX ON PAGE 11	COMMISSIONS AND COMMITTEES	TEACHER CAREERS AND COMPENSATION	TEACHER TRAINING AND CERTIFICATION	GOVERNANCE AND FINANCE
VIRGINIA	[illegible]	[illegible]	[illegible]	[illegible]
WASHINGTON	Citizens' Education Center Northwest (Independent, 1979) Washington Temporary Committee on Education Policy, Structure, Management (L, April 1982) Advisory Committee on High Technology Training and Advancement (G, Sept 1982) Washington Business Roundtable (Independent, Summer 1983) Superintendent's Task Force on Teacher Supply and Demand (SC, Aug 1983) High Technology Coordinating Board (L, Sept 1983) Professional Education Advisory Committee (B, ongoing)	**L: Forgivable loans for candidates in math, sci (May 1983).** SC: Across-the-board pay raises (May 1984). WBR: 4-step career ladder with 5th master-teacher tier, increase in salaries (Nov 1984). CEC: Redesigned eval as part of career-ladder prog (Nov 1984). WTC: Career-ladder system, increased salaries (Dec 1984). *L: G's props for mandatory competency testing for new teachers; collective bargaining for teacher-improvement plans; est of teacher-of-yr prog to honor 12 instructors yrly (March 1984).* *L: WTC's career-ladder approach to teacher competency (March 1984).*	**L: Inservice progs for teachers of math, sci, computer ed (May 1983).** **B: SC shd design model competency exam for prospective teachers, report results to B in Jan 1987; state colls set min grade-pt avgs for entrance, req certain score on Washington Pre-College Test (Nov 1984, eff June to Sept 1986).** L: Req all teachers to have master's degrees (Winter 1984). WBR: Improved training; state shd lengthen yr for teachers, admins by 3 days for inservice and pay teachers to become fully qualified in subjects; beginning teachers at provisional level for 3 yrs (Nov 1984, eff 1985-87). WTC: Competency tests req for hiring; 3-yr probation; special certif for elem, early-childhood, some middle-school teachers (Dec 1984). SC: Beginning assistance program—every new teacher assigned an exp teacher to assist, counsel; admin academy (Jan 1985).	**State Court: Constitutional protection for ed, state improperly underfinanced basic ed, gave L until summer 1984 to restore cuts, correct other deficiencies in school-aid system (May 1983).** **L: Change in state's method of paying for transp costs from a reimbursement method to a legid allocation (court called transp 'basic' to ed) (March 1984, eff 1984-85).** **L: $3.39 million for bilingual prog, $18.5 million for remediation for grades 2-6, and $1.7 million (for 1st yr) to identify gifted for special progs—all to address court req (March 1984, eff 1984-85).** CEC: More effective method to involve parents in local decisionmaking (Nov 1984). WTC: B shd be appt by G; SC shd be appt by B; create separate bd for voc-tech governing body; est coordinating bd for higher ed (Dec 1984).
WEST VIRGINIA	[illegible]	[illegible]	[illegible]	[illegible]
WISCONSIN	Task Force on Teaching and Teacher Education (SC, Nov 1982) Task Force on Funding for Elementary and Secondary Education (G, SC, Sept 1983)	**ED: Abolish lifetime licenses for professional school personnel (Sept 1982, eff July 1, 1983).** **SC: State advisory board to oversee devel of pay-incentive plans (March 1984).** TFT: Improve status of profession; improve salaries (min starting salary of $20,000), benefits, opportunities for advancement; est 4-stage career-ladder and merit-pay progs; improve retirement plan (Jan 1984).	TFT: Progs shd req higher grade-pt avgs, more field experience, at least 1 semester full-time teaching, stronger liberal-arts reqs, admissions and licensure exams; est low-interest loans for qualified students; est 1-yr induction prog for new teachers, criteria and procedures for performance reviews, stronger admin-training progs (Jan 1984). ED: $14 million to strengthen staff-devel progs, est leadership institutes (Jan 1985). *L: G, SC-proposed improvement of teacher and admin training programs (April 1984).*	**L: Fiscal autonomy to dists whose finances are now governed by fiscal-control bds (Jan 1982, eff July 1982).** GTF: $900 million incr in aid to dists over next 2 yrs; 1-percent incr in sales tax for ed; $50 million in incentive funds for low-income dists; continue categorical aid for handicapped, but adjust reimbursement rate to reflect dists' relative property wealth; encourage dists to pass on school-aid increases as property-tax relief; improve methods for assessing, equalizing property values between and within dists; develop recs for reorganizing, consolidating dists; provide financial incentive to do so (Nov 1984). GTF: Req dists to meet new mandates—incl K-12 curric, testing, public disclosure of performance, minumum course reqs; if, after 3 yrs, they fail to meet, SC to withhold portion of state aid (Nov 1984). SC: State share el-sec ed costs shd be increased from 39 to 45 percent in 1986-87 (Jan 1984). B: Modify school-aid formula (Dec 1984). *L: Passed over G's $3-million 'Excellence in Education' package in favor of request by SC to add $15 million to state's school-aid formula (April 1984).*
WYOMING	[illegible]	[illegible]	[illegible]	[illegible]

CLASS SIZE, ATTENDANCE, AND CALENDAR	GRADUATION STANDARDS	CURRICULUM AND TESTING	MISCELLANEOUS	ON THE AGENDA
B: Full-day attendance req for [illegible] (Aug 1983, eff July 1984). L: Students must reach age 5 by Sept 30, not Dec 31, for kindergarten eligibility (1985).	L: Minimum-competency tests in math, reading. Students have 4 chances to pass; local officials may withhold diploma, offer certificate to those who fail (1978). B: Raise reqs from 18 to 20 credits—4 Engl; 2 each in math, sci; 1 more in either; 2 each in soc studies, phys ed. College-prep students must complete 22 credits—3 each in math, sci; 2 each of 2 foreign langs or 3 credits of 1 (Aug 1983, eff July 1984).	B: By class of 1986, schools must provide computer literacy progs to be accredited (Fall 1983). SC, B: Standards of Learning Program—set learning objectives in each subject at each grade level, with assessment of achievement (Sept 1983).	[illegible]	[illegible]
WTC: Consolidate elem schools into 2 blocks of K-3, 4-6 to provide flexibility; reduce student-teacher ratios at the primary level (Dec 1984). SC: Reduce student-teacher ratio over a 2-yr period; state law should address ratio in HS voc-ed progs (Jan 1985).	L: B-approved min HS grad reqs—3 yrs Engl, 2 math, 1 hist and US govt, ½ state hist and govt, 1 contemp world hist; 2 sci (incl 1 lab sci), 1 occupational ed, 2 phys ed, 16½ credits electives (March 1984, eff with 9th graders in 1985-86). WBR: Raise min courses req for grad from 18 to 20 (Nov 1984). WTC: Increase reqs—4 yrs Engl; 3 math, sci, soc studies; 1 foreign lang (Dec 1984).	L: $2.24 million to est Washington High Technology Education and Training Act, for computer-demo centers in 5 dists; to support Pacific Science Center in devel progs in math, sci, computer ed (May 1983, eff fall 1983). L: SC shd initiate 8th-grade achievement test in reading, math, lang arts; req interest-inventory test; $150,000 to ED to devel model 'Washington life-skills test' (March 1984, eff 1984-85). WBR: Statewide achievement test for 10th grade to identify students for remediation, compare schools (Nov 1984). WTC: Achievement test for 11th graders in core areas (Dec 1984). SC: Est 10th-grade achievement test in lang arts, reading, and math; est tests for other skills from time to time if desired (Jan 1985). *L: G's prop for mandatory competency testing for students (March 1984).*	L: Dists must provide preschool progs for handicapped (March 1984). L: SC to grant funds to dists to devel dropout progs—part of G's Jan 1984 plan (March 1984). L: SC to est 3 curric models for dists (March 1984). L: Dists must est annual process of identifying measurable goals (March 1984, eff Sept 1984). WBR: State preschool program for all disadvantaged, incr monitoring of day-care centers (Nov 1984). CEC: Improved early-childhood-ed progs (Nov 1984). SC: Continue computer-demo centers (Jan 1985). G: Double preschool enrolment of 'at-risk' children by 1988 (Jan 1985).	Since the 1984 L did not take up many ed-reform measures, state officials predict 1985 will be 'yr of ed reform.' L expected to consider initiatives on teacher preparation, compensation, and devel, issues on which 3 ed-study groups have reported in late 1984, early 1985. L will also consider higher-ed initiatives. But G and some legislators warn that, although the state is coming out of a recession, there may not be enough money to fund this wave of proposals.
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
No actions reported.	L: G-proposed statewide min HS grad reqs—4 credits Engl; 3 soc studies; 2 math, sci; 1½ phys-ed; ½ computer sci, health ed; dists also encouraged to provide at least 8.5 add'l credits in voc ed, fine arts, foreign lang, others (April 1984, eff for seniors, spring 1989).	L: Voluntary competency testing; dists participating shd test all pupils once in grades 1-4, once in grades 5-8, once in grades 9-10, in reading, lang arts, math (Jan 1982, eff fall 1985). *L: G's prop for model voc-ed curric guidelines (April 1984).*	L: Approved G's 'educational expectation proposal'—revision of current statutes covering goals for schools (April 1984, eff 1984-85). ED: $3.4 million to maintain school-improvement activities; $4 million targeted to children 'at risk'; $14 million for improving ed for employment (Jan 1985). *L: G's props to have dists develop excellence plans with ED guidance, to improve instructional use of computers (April 1984).*	Property-tax relief and overall level of funding for ed to be major items before L. State has low level of state support for elem-sec ed and high level of per-pupil spending underwritten by high property taxes. Since only 26 percent of adult taxpayers have children in school, taxation has become a volatile issue. SC proposing move toward national avg in state support in next 2 yrs. G has called for a tax-simplification plan, realignment of state and local spending, and increase in state's share of ed costs from 39 to 42 percent over next 2 years.
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]

Summary of Fiscal Situation in the 50 States

Abbreviations: NR, none reported; NA, not available; UC, under consideration.

	State Budgets (in billions)						Tax Efforts (since Jan. 1, 1983)		Surplus/Deficits (in millions)		School Finance Formula Changes (1984)
	1983-84		1984-85		Proposed 1985-86[1]						
	TOTAL	EDUCATION[2]	TOTAL	EDUCATION[2]	TOTAL	EDUCATION[2]	NEW	INCREASE	1983-84	Estimated 1984-85	
[illegible]	1.9	[illegible]	2.4	[illegible]	NR	NA	[illegible]	NR	[illegible]	[illegible]	UC
ALASKA	[illegible]	[illegible]	[illegible]	[illegible]	3.1	[illegible]	NR	NR	[illegible]	NA	No
[illegible]	[illegible]	[illegible]	2.14	[illegible]	[illegible]	[illegible]	NR	[illegible]	+11	+37	No
[illegible]	1.17	[illegible]	[illegible]	.674	1.49	[illegible]	NR	1¢ sales	+50	NA	Yes
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	No
COLORADO	1.76	.774	1.78	.784	1.9	.833	NR	NR	None	+2.5	Yes
CONNECTICUT	3.6	.624	4.0	.688	4.4	.752	NR	NR	+162	+182	UC
DELAWARE	.716	.247	.811	.273	.853	.291	NR	NR	+46.6	+65.4	No
FLORIDA	11.5	2.5	13.0	2.8	NA	NA	NR	prop., alco. .5% corp.	NA	+663.2	Yes
GEORGIA	3.96	1.49	4.30	1.66	4.84	1.88	NR	NR	+88.5	+100	UC
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	NR	1¢ sales	None	None	[illegible]
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	NA	NA	NR	[illegible]	[illegible]	[illegible]	UC
[illegible]			[illegible]	[illegible]	[illegible]	[illegible]	NR	NR	[illegible]	[illegible]	No
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	NA	NA	[illegible]	[illegible]	[illegible]	[illegible]	No
KANSAS	1.50	.570	1.65	.629	1.80	.709	NR	UC sales	+81.9	+128.7	No
KENTUCKY	5.4	1.4	5.8	1.5	6.1	1.6	NR	NR	+40	NA	No
LOUISIANA	6.2	1.0	6.4	1.7	NA	NA	NR	1¢ sales excise/inc.	+6	NA	UC
MAINE		.237	1.62[3]	.258	1.92[3]	.310	NR	8¢ cig.; alco.	+14	+10	Yes
MARYLAND	3.4	.798	3.8	.936	4.1	1.3	NR	NR	+18.2	+15.0	No
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	NR	[illegible]	[illegible]	No
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	Yes
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	NR	NA	[illegible]	No
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
MONTANA			.733[3]	.532[3]	.806[3]	.569[3]	NR	5 mill. prop.	+28	+12	Yes
NEBRASKA	.759	.190	.824	.193	.865	.210	NR	NR	+2	NA	No
NEVADA	.405	.146	.421	.149	.475	.177	UC	25¢ prop.	+48	+46	No
NEW HAMPSHIRE	.961	.076	.985	.078	NA	NA	NR	NR	+1.3	NA	UC
NEW JERSEY	6.9	2.2	7.9	2.4	8.8	2.7	NR	NR	+645.8	+315.1	UC
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	NR	NR	None	None	No
NEW YORK	[illegible]	[illegible]	[illegible]	5.4	[illegible]	[illegible]	NR	NR	None	None	No
NORTH CAROLINA	[illegible]	[illegible]	4.32	1.69	[illegible]	[illegible]	NR	[illegible] sales	[illegible]	[illegible]	UC
NORTH DAKOTA			[illegible]	[illegible]	1.8[3]	[illegible]	NR	NR	+110	[illegible]	No
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	No
OKLAHOMA	1.6	.689	2.2	.696	2.4	.786	NR	1¢ sales, 2.47% gas	None	None	No
OREGON			3.06[3]	.947[3]	3.20[3]	1.20[3]	NR	NR	+.35	None	No
PENNSYLVANIA	8.7	2.9	8.5	3.2	NA	NA	NR	NR	+186	NA	No
RHODE ISLAND	.902	.208	.965	.231	1.2	.250	NR	NR	+32	+12.9	UC
SOUTH CAROLINA	2.12	.807	2.42	1.05	2.54	1.13	NR	1¢ sales	+21.3	+34	No
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	UC, cig.	[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	NA	NA	[illegible]	1¢ sales, [illegible]	[illegible]	[illegible]	No
TEXAS	[illegible]	3.7	[illegible]	4.1	[illegible]	NA	NR	1¢ sales	[illegible]	NA	Yes
UTAH	2.1	[illegible]	2.1	[illegible]	2.5	[illegible]	NR	[illegible] sales	None	None	No
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	NR	[illegible]	[illegible]	[illegible]	[illegible]
VIRGINIA	3.3	1.2	3.7	1.4	4.1	1.5	NR	NR	+81.2	NA	No
WASHINGTON			8.10[3]	3.88[3]	9.45[3]	4.34[3]	NR	NR	+42[3]	NA	Yes
WEST VIRGINIA	1.37	.591	1.51	.684	NA	NA	NR	NR	+47	NA	No
WISCONSIN	4.41	1.01	4.54	1.22	NA	NA	NR	NR	−304	+304	No
WYOMING	2.2[3]	.175	2.1[3]	.186		.196	NR	NR	+29.3	+30	Yes

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[1] Governor's Proposals
[2] Precollege education
[3] Figures are for biennium

States Launching a Barrage of Reform Initiatives, Survey Finds

Continued from Page 1

called on the states to assume increasing responsibility for education, and governors, state boards, and legislators have responded, the survey shows, with a virtual barrage of measures to upgrade and improve public elementary and secondary education.

Indeed, William J. Bennett, Secretary-designate of Education, said in opening remarks before the Congress last week that the last two years have seen a groundswell of concern transformed into a tidal wave of reform. "Education now ranks high on the national agenda," he said.

Mr. Bennett added: "The question before us now is, how do we sustain and increase the momentum for quality in education? I believe we must first recognize who is responsible for the current wave of reform. ... Virtually all of the major education reforms currently planned or underway have been conceived and executed at the state and local level."

Financial Outlook

That view is confirmed and documented in the *Education Week* survey, which canvassed governors, education officials, and legislative leaders. All 50 states have increased education budgets during the past two years and virtually every governor has proposed a substantial, sometimes dramatic, increase in education spending for fiscal 1985-86. Georgia's governor, for example, is seeking more than $1 billion in new dollars for education reform in the next three years.

The willingness of governors and legislators to increase education spending may stem partly from the fact that 37 states ended the 1984 fiscal year with surpluses and only three reported deficits. Moreover, 28 states report that they are anticipating a surplus in fiscal 1985.

Economists suggest that the improved financial picture at the state level is a reflection of a stronger national economy and, in part, the result of tax increases in some states. More than one-third instituted or increased taxes between January 1983 and January 1985, and many partially or fully earmarked the increased revenues for education. In Texas, for example, the $2.8-billion Educational Opportunity Act of 1984 was underwritten by a 1-cent increase in the sales tax. Idaho's legislature also instituted a 1-cent sales tax to fund education-reform measures.

Finally, a handful of states have modified or are considering changes in the state's school-finance formula, in most cases to ensure more equitable distribution of state aid to education.

For more information on the states' fiscal situation, see the table on page 30.

Among the highlights of the survey's findings:

Graduation Requirements

- In the last two years, 43 states have raised high-school graduation requirements—one of the major recommendations of "A Nation at Risk"—and 5 states are considering more stringent requirements this year.

In addition, 10 states have established "honors" or "merit" diplomas that require students to take additional and more rigorous courses. Five states have also set college-preparatory curricular requirements for college-bound graduates; 2 others are considering instituting such requirements.

In Missouri, for example, the state board last year set criteria for a state-level college-preparatory-study certificate. And in Texas, the board last year established an "advanced" diploma that requires students to take added courses in fine arts, foreign languages, and computer science.

- Fifteen states now require an exit test for high-school graduation and 4 states are considering instituting such a test. Louisiana and Mississippi require that students take the test in 11th grade, and Virginia officials give students four chances to pass a minimum-competency mathematics test required for graduation. Thirty-one states reported no action on exit tests.
- Thirty-seven states have acted to institute statewide assessments of students. The measures are spread across both elementary and secondary levels and include achievement and proficiency tests in English, writing, mathematics, science, history, basic skills, and other areas.

Only 8 states, however, acted to make such tests "promotional gates," and 3 others are considering such measures.

Teacher Training

- More than half of the states—29—have upgraded teacher-education requirements in the last two years to include a mandated teacher-competency test; another 10 states are considering the idea. At least half of the states that have enacted such measures have done so in the last year.

The teacher-certification tests being used by states include the National Teacher Examinations and the California Achievement Test.

- Twenty eight states have made additional changes in teacher-certification procedures, and another 16 are considering such changes. Among those are Iowa's establishment of a board of examiners to approve teacher-education programs and award certification and Utah's requirement that certified teachers be computer-literate.
- Half of the states have passed legislation that provides aid for prospective teachers in the form of scholarships and forgivable loans. Many of those programs are designed to encourage able high-school and college mathematics and science students to enter teaching, but some states have broadened their program's focus to encompass other teaching fields as well.

Teacher Compensation

- Although "A Nation at Risk" and numerous national and state education reports have called for increased salaries for teachers, only 18 states have moved to institute across-the-board or minimum-level teacher-salary increases since 1983.

Among those states, Alabama has increased teachers' base salaries by 15 percent to $20,000; Kansas increased salaries 9.75 percent; and North Carolina raised teachers' pay 14.8 percent. And Florida, Maine, and West Virginia added $2,000 to teachers' salaries.

However, the survey found that another 17 states have proposed salary increases for the current legislative session. This year, Maryland's state superintendent is seeking a 25-percent across-the-board pay increase for teachers, Georgia's governor has requested an average teachers' salary of $24,000, and both Arizona and Connecticut are considering minimum salaries of $18,000.

In several states, lawmakers defeated pay-increase measures last year. Idaho legislators turned down the governor's plan to provide $44.8 million to increase salaries over two years. The Maine legislature did not approve a gubernatorial commission's minimum-salary recommendation of $15,000. And New Mexico legislators defeated the governor's proposal to raise starting salaries to 25,000 by 1989.

Merit-Pay Plans

- While the majority of states—38—have either enacted, endorsed, or are considering merit-pay or career-ladder programs, most are in very preliminary stages.

Only two states, Florida and Tennessee, have taken performance-based pay plans past the stage of pilot projects. Florida intends to have its dual-phase program established statewide by September; Tennessee plans a 1987 date.

Arizona, Nebraska, New Jersey, Virginia, and North Carolina have pilot career-ladder/merit-pay programs in place. And such programs are currently being developed in Idaho, Illinois, Kansas, New Mexico, Utah, and Wisconsin.

Legislators in Kentucky, Louisiana, South Dakota, and Washington last year either defeated or passed over performance-pay programs. And in Iowa, the governor vetoed a bill that would have implemented a career ladder.

Little Action Taken

Although such reports as "A Nation at Risk" called for more effective use of the school day, minimizing interruptions, and, if necessary, expanding the school year or day, just a handful of states have taken such actions.

For the most part, according to the survey, states have chosen not to increase instructional time by significantly lengthening the school day or school year, but instead have simply urged local districts to find ways to use time more effectively or have added days for teacher preparation and development.

Further, only a handful of states have sought to add to instructional time by proposing or enacting measures to develop preschool initiatives or by limiting extracurricular activities.

- Only 13 states have moved to lengthen the school day or year, and another 7 now have such measure under consideration. In addition only 6 states have enacted and 4 have considered bills to limit extracurricular activities in an attempt to make more effective use of the school day. Two states have turned down such measures.
- Thirteen states have acted to limit student-teacher ratios, mostly in the early-elementary grades, but also at higher levels. Other states have enacted measures that mandate districts to develop policies on homework, attendance, and discipline; revise the compulsory-attendance law to set home-schooling requirements; and require that students who want to drop out have written parental permission.
- Only 7 states report that they have established some form of preschool program, and 8 say they are considering such a step. Thirty-three states did not report any action in this area.

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States May Lose Expected Cigarette Revenue

Continued from Page 8

cents," he said.

In Kansas, the only other state besides Maine that has already adopted the tax, the $17-million tax would also finance education reform.

But according to Charneil Hadl, an aide to Gov. John Carlin, the state tax would only go into effect after the tax expires at the federal level. "We're not counting on it at this point," she said, adding that the state has other resources to finance reform.

"What basically it affects is the balances," she said. "That's not to say in the legislature's mind it might not affect" spending, she said.

In South Dakota, the tax would go into effect regardless of what happens in Washington, and would raise $5.6 million a year for education reform.

Other states considering the tax, but not tying it specifically to precollegiate education, include Alaska, Florida, Maryland, Montana, Ohio, Oregon, and Wyoming.

State leaders are mindful that the Congress beat back attempts last year to extend the tax, and they can count on Senator Jesse Helms, Republican of North Carolina, backed by the tobacco lobby, to again lead the fight.

Federal Direction Unclear

"Our position is that the sunset is law and that it will take an act of Congress to change that," an aide to Senator Helms said last week.

The House-approved legislation last session that would have kept half of the tax—4 cents—through 1987, but the Senate defeated a measure by Senator Daniel P. Moynihan, Democrat of New York, that would have made the full tax permanent. The House measure then died in conference committee.

"That was to help Jesse Helms," an aide to Representative Stark said flatly. Senator Helms was engaged last year in a tough re-election battle.

But with Senator Helms now safely re-elected, with Senator Packwood as the new chairman of the Finance Committee, and with the deficit dominating Washington politics, things could change.

"We're getting a lot of interest in the bill," said Gwen Gampel, an aide to Representative Stark. "There is a good deal of sentiment wondering why we are subsidizing tobacco farming given the deficit ... when just about everyone agrees [smoking] is bad."

'A Whipping Boy'

Tobacco interests counter that theirs is already the most heavily taxed product in the country—"40 percent of the price is taxation," according to Alan Byrn of the Tobacco Institute—and they claim that tobacco consumption has fallen by more than five percent since the tax was imposed.

"Tobacco has been ... kind of a whipping boy," Mr. Byrn said. "It's been an easy target for government."

"That's the one tax everyone seems to think they can talk about," said one tax expert. "I can understand why the governors want to pick it up ... [but] knowing the climate at the federal level, [they will] not let an easy one like this get away."

R4800-2

LABELS

Some 20 percent of fine-arts products tested recently were found to contain toxic chemicals; they will soon bear a warning label as part of a voluntary program by supply companies to forestall government regulation.

See Page 9.

GUIDELINES

In an effort to control the quality of the day-care industry, the Department of Health and Human Services has issued new guidelines for states, but experts say they ignore "systemic" problems in focusing only on child abuse.

See Page 10.

INDICATORS

The Education Department's first annual assessment of the health of American education reports, among other things, that a substantial number of college freshmen are taking remedial courses in reading, writing, and mathematics.

See Page 11.

EDUCATION WEEK

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E.P.A. Delays Ban On Asbestos Use In Surprise Move

Regulation Action Blocked By O.M.B., Unions Allege

By Lynn Olson

WASHINGTON—In a surprise action, the Environmental Protection Agency has delayed plans to ban the mining and importation of asbestos and its use in certain products.

The decision comes on the heels of a two-year debate between the agency, the Congress, and interest groups over the E.P.A.'s failure to act on asbestos regulations.

Asbestos, a known carcinogen, was used heavily in school construction until the 1970's, when the health dangers of the substance became widely publicized. Last May, the E.P.A. proposed an immediate ban on the most extensively used asbestos-containing products—roof and flooring felt, felt-backed vinyl-sheet flooring, vinyl asbestos floor tiles, and asbestos cement pipes and fittings—for which substitutes are available.

Experts say that schools were built with these products in the past and that the materials probably still are installed in schools, although far less frequently.

The E.P.A. announced its intention to ban the substance in July 1983; it sent its proposal to the federal Office of Management and Budget, as required under the regulatory-review process, in May 1984. The O.M.B. has been reviewing the proposal since then.

In a press conference this month, A. James Barnes, acting deputy administrator of the E.P.A., announced yet another delay in approving the ban.

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Administration Seeks $15.5 Billion for Education

Main Programs for Schools Kept at Fiscal 1985 Levels

By James Hertling

WASHINGTON—William J. Bennett, the new Secretary of Education, inherits the difficult task of having to sell to the Congress a $15.5-billion Education Department budget for fiscal 1986 that includes deep cuts in popular higher-education programs and reductions or spending freezes in most elementary- and secondary-education programs.

The education budget is part of a $973.7-billion executive spending plan for 1986 that projects a deficit of $180 billion for the year.

Former Acting Secretary of Education Gary L. Jones, who headed the department pending Mr. Bennett's confirmation, said at a briefing on the budget proposals last week that the Administration rejected a tax increase and a slowdown in the military buildup as means to shrink the deficit, instead seeking cuts in domestic programs to prevent the cumulative national debt from climbing to more than $1 trillion.

Congressional Opposition

"It's anybody's guess" whether the Democratic-controlled House and the Republican-controlled Senate will agree to the proposals for the fiscal year that begins next Oct. 1, Mr. Jones said at his final public appearance at the department.

(Mr. Bennett was sworn in as secretary at the White House last Thursday by Attorney General William French Smith after the Senate had voted 93-0 last Wednesday to confirm his nomination.)

Democratic and Republican Congressional leaders, who rejected most of President Reagan's budget and policy proposals in education during his first term, have already stated their opposition to the higher-education cuts.

Although Mr. Reagan last month formally relinquished one oft-stated goal, pledging not to seek abolition of the Education Department "at this time," his fiscal 1986 budget includes other policy proposals that closely resemble those of previous years. They include a call for the introduction of tuition tax credits and Chapter 1 vouchers, and the elimination of impact-aid "B" payments, which go to school districts where parents live or work on federal installations.

The 1986 budget calls for the elimination of about $174 million in 1985 funds already approved by the Congress. These cuts, known as rescissions, include $80 mil-

Continued on Page 16

Academe Girds for Fight On Student-Aid Cutback

By Sheppard Ranbom

WASHINGTON—Minutes after last week's Education Department press conference outlining President Reagan's proposed 1986 federal budget, representatives of the nation's colleges and universities held a press conference of their own on the sidewalk outside the department's headquarters.

Wearing heavy winter coats, gloves, and scarves, they came to protest a budget that they said left them "shivering" and put higher education "out in the cold."

According to Robert H. Atwell, president of the American Council on Education, the umbrella organization representing sever-

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N.S.F. Shifts Effort to Lower Grades, But Budget Maneuver Trims Its Scope

By Lynn Olson

WASHINGTON—The National Science Foundation has announced plans to spend up to half of its $82 million in science-education funds this year and in fiscal 1986 on projects that strengthen the teaching and learning of science and mathematics in middle and elementary schools.

The "special focus" marks a shift in the foundation's precollegiate science-education program, which previously concentrated on the high school.

The increased focus on younger students is the first major initiative of the agency's new assistant director for science and engineering education, Bassam Z. Shakhashiri.

Mr. Shakhashiri, who came to the N.S.F. last June from the Institute for Chemical Education at the University of Wisconsin-Madison, said the foundation decided to make a special effort in the lower grades, "because those are the years where the attitudes of preadolescents begin to develop, where opinions begin to harden. We want to make sure that students have a good exposure to science and mathematics so they don't get turned off at an early age."

Funding Problem Seen

That shift in focus is being applauded by members of the scientific community. But last week, in the wake of the Administration's budget proposals for fiscal 1986, some also said that the foundation's proposed fiscal 1985 and 1986 budgets for science education mask a cut of about $63 million in actual spending.

The genesis of that cut goes back to the first two years of the Reagan Administration, when officials abolished the science- and engineering-education directorate, which is responsible for precollegiate education, and tried to eliminate the N.S.F.'s precollege science-education program altogether. The foundation re-established the

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New York City Mayor Proposes Public Schooling for 4-Year-Olds

By Linda Chion-Kenney

City and state officials are eagerly embracing a proposal by Mayor Edward I. Koch to begin public schooling in New York City at age 4 as a response to societal changes and to the city's dropout problem.

In his state-of-the-city address on Jan. 30, the Mayor announced that he was establishing a commission to recommend a way to phase in schooling for 4-year-olds in the nation's largest school district beginning in September 1986.

"I think it's an incredibly positive idea," said Herbert E. Berman, chairman of the New York City Council's education committee, which, along with the Board of Estimate, must approve local funds for the venture.

"It's also cost-effective when you consider the high price you have to pay for remediation down the line for many youngsters who haven't had the benefit of pre-kindergarten," said James F. Regan, president of the New York City Board of Education.

"We at the board feel that in urban areas a solid preschool environment is even more essential for youngsters whose parents want to opt for it."

"Remember," he continued, "almost a third of our youngsters come from single-parent homes, so we're grateful to the Mayor for making this one of his high-priority programs."

Coordination With Day Care

The Mayor, who said he was struck by the "near unanimity among experts that early-childhood education is the one educational reform that holds more promise than any other," noted that the new commission will also recommend ways to coordinate a citywide program for 4-year-olds with existing Head Start and day-care programs.

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IN SUMMARY

Minority Enrollment
The nation's independent schools report an increase in minority enrollment spurred by dramatic gains in the number of Asian-American students choosing the schools. **Story on Page 5.**

'Teacher-Tested'
A group of software publishers has recommended that producers of software stop using an evaluation service offered for a fee by the National Education Association. **Story on Page 5.**

Down With 'Top Down'
A grassroots network of educators has issued a position paper saying many current educational reforms are having a negative impact and calling for a 'bottom-up' approach. **Story on Page 6.**

Make It Official?
The campaign to make English the nation's official language and limit bilingual education through constitutional amendments is intensifying at the federal and state levels. **Story on Page 6.**

'Covering Up'?
Charging that the Environmental Protection Agency has been hiding evidence of asbestos dangers, a service workers' union is asking a court to order stronger regulations. **Story on Page 11.**

Support From the Governors
In state-of-the-state messages to their legislatures, five governors have proposed increased attention to school improvement and more funds for education. **Story on Page 15.**

Equal Access
School officials do not violate the rights of religious groups by requiring them to follow a special procedure to use school facilities, a federal appeals court has ruled. **Story on Page 15.**

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THE WEEK

FEDERAL

Teacher-Warranty Bill Introduced In Congress

Representative Ron Wyden, Democrat of Oregon, last week introduced legislation that would require any school of education receiving federal funds to provide a two-year warranty on the classroom performance of its graduates.

Education-school graduates who "receive an unsatisfactory evaluation" after two years in the classroom would be eligible for retraining at their school "at no cost to the graduate as long as it does not exceed the amount of federal assistance received by that student while at the education school," said Representative Wyden in introducing the legislation.

The new bill would assure that new teachers do not " 'sink or swim' in the first year of teaching," he said.

If passed, the measure, H R 937, would be an amendment to the Higher Education Act of 1965. No hearings have been scheduled on the bill.

Last year, the Congress passed a bill sponsored by Representative Wyden calling for the establishment of a national scholarship fund to encourage top students to become teachers.

E.D. Announces $500,000 Grant To Retrain Workers

The Education Department last week announced that it will contribute $500,000 in 1985 to a $5-million Ford Motor Company-United Auto Workers program to retrain 75,000 Ford auto workers in 256 colleges and universities.

According to Mike Becker, a department spokesman, the federal share comes from three sources: the office of vocational education, the secretary's discretionary fund, and the office of postsecondary education.

The department grant will go to the U.A.W.-Ford National Development Center on the campus of Henry Ford Community College in Dearborn, Mich. The U.A.W.-Ford Employee Development and Training Program, established in 1982, involves schools in five states—Illinois, Indiana, Michigan, Missouri, and Ohio.

Former Acting Secretary of Education Gary L. Jones praised the project as having been "accomplished without passage of a host of new federal legislation or multi-billion-dollar appropriations."

NATIONAL

Homeless Youths Need More Services, Survey Reveals

Only about 22 percent of runaways and homeless youths who need help are receiving it from shelters and community programs, according to the preliminary findings of a nationwide survey.

The survey, conducted by the National Network of Runaway and Youth Services in Washington, D. C., is based on reports from 200 shelters and youth-service agencies across the country.

It estimates that more than 1.5 million young people between the ages of 10 and 18 run away from home each year. About 36 percent of those children report that they ran away because they had experienced physical or sexual abuse at home.

The survey also found that the agencies established to help these youths are "woefully" underfunded, relying on private donations to maintain their sheltering and counseling efforts.

Also, the survey found that:

- Staff members of shelters in every state reported that they are seeing an increasing number of young homeless people with severe mental problems.
- The states of Hawaii, Kentucky, and Pennsylvania, in particular, are seeing a dramatic increase in the number of children who leave home to escape physical abuse and the number of "throwaways," young people whose parents have asked them to leave home.
- Nearly 65 percent of the shelters reported that their home-style facilities are in serious need of capital improvement and renovation.

STATES

Judge Blocks School-Prayer Law In West Virginia

A federal district-court judge has temporarily blocked West Virginia's new school-prayer amendment, after hearing witnesses' testimony at a hearing last month that children were being forced to pray against their will.

Judge Elizabeth Hallanan, with the U. S. District Court for the Southern District of West Virginia, issued a preliminary injunction Feb. 1 in a suit brought by opponents of the law. The judge deferred ruling on a permanent injunction until more evidence is introduced in the case.

West Virginia's voters passed the school-prayer amendment by a wide margin on the November ballot. The measure, which took effect in January, requires public schools to hold periods of "prayer, contemplation, or meditation" each day. But teachers are not supposed to force students to participate.

Plaintiffs in *Susan Breseman Walter* v. *West Virginia Board of Education* contend that the law violates the separation of church and state mandated by the First Amendment. The plaintiffs include members of the Christian, Muslim, and Jewish faiths, as well as the West Virginia Civil Liberties Union and the National Council of Jewish Women.

In December, Roy Truby, state superintendent of public instruction, issued prayer guidelines for county school officials. But Mr. Truby said on the witness stand that he is personally opposed to the amendment.

Application Errors Complicate Florida's Master-Teacher Plan

Florida's master-teacher program has run into an unexpected snag: Errors on about 10 percent of the application forms for the program have caused otherwise qualified teachers to be dropped as candidates.

The state has a contract with the Educational Testing Service in Princeton, N. J., to administer the program "under very stringent guidelines," said Frank A. Mirabella, chief cabinet aide and information director for the Florida education department.

Those guidelines include a computerized application process that assures that all candidates supply necessary information. But in about 10 percent of the 35,000 applications for the program, the information on the forms was incorrect or incomplete, Mr. Mirabella said. As a result, they could not be processed and the teachers were dropped from the program although they may have been qualified for it.

The state attorney general approached Ralph D. Turlington, the commissioner of education, about the problem early this month. The commissioner's office is working with the state board of education and the attorney general's office to try to come up with a solution as soon as possible, Mr. Mirabella said.

The program, which the legislature first approved in 1983 and amended last fall, will pay eligible teachers a total of $3,000 in two installments, the first in June and the second in September.

Colleges To Fight Budget Cuts

Continued from Page 1

al thousand colleges and universities, the 25-percent cut in federal financial-aid programs proposed by the President would affect "virtually all six million recipients of student aid."

The budget, released to the Congress Feb. 4, would reduce support for financial-aid programs from $8.6 billion to $6.3 billion as part of the President's efforts to reduce the federal deficit.

Specifically, the Administration's proposals would:

- Set a $4,000 limit on the amount of federal aid a student may receive, other than federally guaranteed loans under the Parental Loan to Assist Undergraduate Students (PLUS) program. These loans, not subsidized at as high a rate as Guaranteed Student Loans (G.S.L.'s), are currently offered at 4-percent higher interest rates. Under the Administration's plan, interest rates for PLUS loans would change from 12 percent to a rate set by the lender. The G.S.L. loans now carry an interest rate of 8 percent.
- Require that students pay a minimum of $800 toward their education as a condition of eligibility for federal aid.
- Redefine the status of students who claim to be independent of their parents, a group that has tripled in number since 1978, according to the Education Department. To "restore emphasis on family responsibility in meeting secondary costs," all students under 22 years of age, except orphans and wards of the courts, would be classified as dependent students, according to budget documents.
- Merge the Supplemental Opportunity Grant program with federal work-study aid. Up to 50 percent of funds could be used to provide supplemental grants to students with demonstrated need at the school's discretion. Total funding for the combined programs would shrink from its current level of about $1.1 billion to $994 million in fiscal 1986, according to budget documents. According to an estimate released by the House Education and Labor Committee, the merger of the two programs would result in 410,000 fewer grants.
- Terminate the $152-million State Student Incentive Grant program, which gives states matching funds to provide grants to students with demonstrated need. About 304,000 awards were made this year to students under the program.
- Raise the interest rate on Guaranteed Student Loans from the current 8 percent to the average 91-day Treasury-bill rate for the quarter ending March 31 of a given year. The average rate for last year was about 9 percent.
- Require that students have a high-school diploma or its equivalent to be eligible for student aid.
- Slash the Pell Grant program, which provides scholarship support for the nation's neediest college students, by $634 million. The maximum grant would increase from $2,000 to $2,100, but the number of awards would decline from 2.82 million to 2.02 million as the result of a proposed eligibility ceiling that would affect most federal financial-aid programs. Some 574,000 fewer students would receive awards, according to budget documents.

College officials noted last week that approximately half of the nation's 12 million postsecondary students now receive some form of federal financial aid.

Eligibility Caps

Under the Administration's plan, students from families with annual incomes above $25,000 would be barred from receiving Pell Grants, direct loans, or work-study employment. Students from families earning more than $32,500 would not be eligible for Guaranteed Student Loans (G.S.L.).

Under the eligibility cap for the guaranteed loans, some 750,000 to 900,000 middle-income students would not be eligible for the loans, according to the House Education and Labor Committee.

The Administration proposes other changes that would affect banks and not students. The budget calls for reforming G.S.L. payment mechanisms to lenders to reduce windfalls to the banking industry and to eliminate the government's administrative costs. Special allowance payments will cost taxpayers $1.5 billion this year, budget documents say.

The special allowance, which guarantees lenders a specific rate of return, is built into the program to make it attractive to them to make student loans, said Dennis J. Martin, assistant director of the National Association of Student Financial Aid Administrators. While the yield on those loans has been "higher than conventional loans" and financial-aid officers argue that lenders may be making too much profit, "nobody knows how much is too much," he added.

Mr. Martin said that if the special allowance is cut drastically, from 3.5 percent plus the current T-bill rate to 1.5 percent plus the T-Bill rate as the Adminstration proposes, banks and lending institutions may see the loans as "not profitable and choose not to make them."

Proposals No Surprise

The budget proposals did not come as a surprise to higher-education leaders. Every Reagan budget has called for major changes in financing student aid, either by program budgets or by altering the priorities of the student-aid system established under the Higher Education Act of 1972, which made Pell Grants the primary source of federal student aid.

By making loans and work-study programs—and not federal grants—the primary source of aid, the Administration has sought to make students and their families assume a greater proportion of the expense of college-going.

The President's proposals have not been well received by the Congress, however. A study by the College Board indicates, for example, that funding for Pell Grants, although lagging behind inflation, has increased by 16.2 percent since 1980-81, while support for work-study programs has risen by less than 1 percent during the past four years.

Gary L. Jones, who led last week's press conference as acting secretary of education, asserted that because higher education escaped serious cuts in past years, it was hit harder this year than were programs for elementary and secondary education.

He also said the Administration "assumed that students have funds" and that, in the improved economy,

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DATABANK

Proposed 1986 Budget for Education

	1984 Appropriation	1985 Appropriation	1985 Revised Request	1986 President's Budget
		(in thousands)		
COMPENSATORY EDUCATION FOR THE DISADVANTAGED				
Grants for disadvantaged (Chapter 1):				
Grants to local education agencies	$3,003,680	$3,200,000	$3,200,000	$3,200,000
State agency programs:				
Migrants	258,024	264,524	264,524	222,976
Handicapped	146,520	150,170	150,170	150,170
Neglected and delinquent	32,616	32,616	32,616	32,616
State administration	34,414	35,607	35,607	35,607
Evaluation and technical assistance	4,746	5,246	5,246	5,246
Total, Chapter 1	**3,480,000**	**3,688,163**	**3,688,163**	**3,646,615**
Migrant education:				
High school equivalency program	6,300	6,300	6,300	—
College assistance migrant program	1,960	1,200	1,200	—
Total, migrant education	**8,260**	**7,500**	**7,500**	—
TOTAL, compensatory education programs	**3,488,260**	**3,695,663**	**3,695,663**	**3,646,615**
IMPACT AID				
Maintenance and operations:				
Payments for 'a' children	457,700	513,000	513,000	513,000
Payments for 'b' children	77,600	130,000	130,000	—
Special provisions	20,000	22,000	22,000	20,000
Disaster assistance	25,000	10,000	10,000	10,000
Construction	20,000	20,000	20,000	—
TOTAL, impact aid	**600,300**	**695,000**	**695,000**	**543,000**
SPECIAL PROGRAMS				
Improving School Programs (Chapter 2):				
State block grants	450,665	500,000	500,000	500,000
Secretary's discretionary fund:				
Inexpensive book distribution	6,500	7,000	7,000	7,000[1]
Arts in education	2,125	3,157	3,157	3,157[1]
Alcohol and drug abuse education	2,860	3,000	3,000	3,000[1]
Law-related education	1,000	2,000	2,000	2,000[1]
Other discretionary funds	16,280	16,752	16,752	16,752
Subtotal, Secretary's discretionary fund	**28,765**	**31,909**	**31,909**	**31,909**
Total, Chapter 2	**479,430**	**531,909**	**531,909**	**531,909**
Other Special Programs:				
Science and mathematics education:				
State grants	—	90,100	90,100	90,100
Secretary's discretionary fund	—	9,900	9,900	9,900
Excellence in education	—	5,000	—	—
Magnet Schools	—	75,000	—	—
Women's educational equity	5,760	6,000	6,000	—
Training and advisory services (Civil Rights IVA)	24,000	24,000	24,000	16,000
Follow through	14,767	10,000	10,000	—
Chicago desegregation activities	—[2]	—	—	—
Territorial teacher-training assistance	1,000	2,000	2,000	—
General assistance for the Virgin Islands	1,820	2,700	2,700	—
Ellender fellowships	1,500	1,500	1,500	—
TOTAL, special programs	**526,267**	**758,109**	**678,109**	**647,909**
INDIAN EDUCATION				
Payments to local educational agencies and non-LEAs	50,900	50,323	50,323	50,323
Special projects for Indian students	12,000	11,760	11,760	11,760
Special projects for Indian adults	3,000	2,940	2,940	2,940
Program administration:				
Salaries and expenses	2,700	2,156	2,156	2,051
National advisory council	180	225	225	218
TOTAL, Indian education	**68,780**	**67,404**	**67,404**	**67,292**
BILINGUAL EDUCATION				
Grants to school districts	88,567	99,230	95,099[3]	104,165
Training grants	32,610	28,500	33,566[1]	24,000
Support services	13,352[4]	11,535	10,600[1]	11,100
Vocational training	3,686	3,686	3,686	3,686
Emergency immigrant education	30,000	30,000	—	—
TOTAL, bilingual education	**168,215**	**172,951**	**142,951**	**142,951**
EDUCATION FOR THE HANDICAPPED				
Education for the handicapped:				
State assistance:				
State grant program	1,068,875	1,135,146	1,135,146	1,135,146
Preschool incentive grants	26,330	28,000	28,000	28,000
Special purpose funds:				
Deaf-blind centers	15,000	15,000	15,000	12,000
Severely handicapped projects	4,000	4,300	4,300	4,300
Early childhood education	21,100	22,500	22,500	22,500
Secondary and transitional services	6,000	6,330	6,330	6,330
Postsecondary programs	5,000	5,300	5,300	5,300
Innovation and development	15,000	16,000	16,000	16,000
Media services and captioned films	14,000	16,500	16,500	16,500
Regional resource centers	5,700	6,000	6,000	6,000
Recruitment and information	1,000	1,025	1,025	1,025

	1984 Appropriation	1985 Appropriation	1985 Revised Request	1986 President's Budget
	(in thousands)			
EDUCATION FOR THE HANDICAPPED (continued):				
Special education personnel development	55,540	61,000	61,000	50,000
Special studies	3,055[3]	3,170	3,170	2,000
TOTAL, education for the handicapped	**1,249,869**	**1,321,270**	**1,321,270**	**1,366,100**
REHABILITATION SERVICES AND HANDICAPPED RESEARCH				
Rehabilitative services:				
Basic state grants	1,037,800	1,100,000	1,100,000	1,100,000
Special purpose funds:				
Client assistance	6,000	6,300	6,300	6,300
Service projects	27,900	32,800	32,800	29,300
Independent living	19,400	27,000	27,000	22,000
Training	22,000	22,000	22,000	15,000
Helen Keller National Center for Deaf Blind Youth and Adults	4,000	4,200	4,200	4,200
National Institute for Handicapped Research	36,000	39,000	39,000	39,000
Evaluation	2,000	2,000	2,000	600
TOTAL, rehabilitation services	**1,155,100**	**1,233,300**	**1,233,300**	**1,216,400**
VOCATIONAL AND ADULT EDUCATION				
Vocational education:				
State programs:				
Basic grants	565,969	566,968	684,500[6]	716,136
Consumer and homemaker education	31,633	31,633	31,633[6]	—
State councils	7,000	7,000	7,000	7,000
National programs:				
Research	5,936	5,936	5,936[6]	6,178
Demonstrations	570	—	—[6]	—
Data Systems	2,243	2,243	2,243[6]	2,000
Permanent Appropriations	7,161	7,148	7,148	7,148
Expired Programs:				
Program improvement and supportive services	99,590	99,590	—[6]	—
Special programs for the disadvantaged	14,356	14,356	—[6]	—
State planning	3,588	3,588	—[6]	—
Subtotal, vocational education	**738,046**	**738,462**	**738,462**	**738,462**
Adult education	100,000	100,000	100,000	100,000
TOTAL	**838,046**	**838,462**	**838,462**	**838,462**
STUDENT FINANCIAL ASSISTANCE				
Pell grants:				
Academic program	2,800,000	3,225,000	3,325,000	2,691,000
Shortfall	—	250,000	250,000	—
Subtotal, Pell Grants	**2,800,000**	**3,575,000**	**3,575,000**	**2,691,000**
Supplemental opportunity grants	375,000[7]	412,500	412,500	—
Work study	555,000[7]	592,500	592,500	850,000
Direct loans:				
Capital	161,000	190,000	190,000	—
Teacher cancellations	19,800	25,000	25,000	28,000
Subtotal, direct loans	**180,800**	**215,000**	**215,000**	**28,000**
State student incentive grants	76,000	76,000	76,000	—
TOTAL, student financial assistance	**3,986,800**	**4,871,000**	**4,871,000**	**3,569,000**
GUARANTEED STUDENT LOANS				
Guaranteed student loan program	2,253,740	3,077,977	3,077,977	2,714,482
Supplemental for 1985 costs	—	—	277,099	—
Supplemental for 1984 costs	—	—	387,747	—
TOTAL, Guaranteed Student Loans	2,253,740[9]	3,077,977[9]	3,742,823[9]	2,714,482
EDUCATIONAL RESEARCH AND STATISTICS				
National Institute of Education	48,231	51,231	51,231	51,231
National Center for Educational Statistics	8,747	8,747	8,747	8,747
TOTAL	**56,978**	**59,978**	**59,978**	**59,978**
LIBRARIES				
Public library services	65,000	75,000	75,000	—
Interlibrary cooperation	15,000	18,000	18,000	—
Training and demonstrations:				
Library career training	640	640	640	—
Library research and demonstrations	240	360	360	—
Research libraries	6,000	6,000	6,000	—
Public library construction	—	25,000	25,000	—
TOTAL	**86,880**	**125,000**	**125,000**	—
DEPARTMENTAL MANAGEMENT				
Salaries and Expenses:				
Postsecondary education	77,863	82,066	81,039	78,342
Other education programs	57,991	60,100	59,765	56,700
Office for Civil Rights	44,396[10]	45,00	44,459	42,938
Office of the Inspector General	14,961[11]	15,312	15,312	14,837
Executive direction	97,151	100,487	98,223	84,525
Education and Research Overseas:				
Rehabilitation research	—	—	—	—
Education activities overseas	1,333	—	—	—
TOTAL, departmental management	**293,515**	**302,987**	**298,798**	**277,342**
TOTAL, EDUCATION DEPARTMENT	**15,441,482**	**17,986,118**	**18,457,026**	**15,546,314**

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[1] The 1986 budget proposes appropriation language to remove the legal requirement to fund these activities at specific dollar levels.

[2] $30,000 thousand from unobligated balances in the Guaranteed Student Loan account are available for this activity. This is no new budget authority, and therefore is not included in the total for this account.

[3] Reflects adjustment to carry out new law. These changes do not require legislative action.

[4] Adjusted for comparability. Excludes $150 thousand for the National Advisory Council and data processing services, which are transferred to Salaries and Expenses Program Administration in 1985.

[5] Adjusted for comparability. Excludes $45 thousand for data processing services, which are transferred to Salaries and Expenses Program Administration in 1985.

[6] Reflects adjustment to carry out new law. These changes do not require legislative action.

[7] Adjusted for comparability. Includes $5,000 thousand appropriated under Higher Education.

[8] Adjusted for comparability. Excludes $1,380 thousand for student loan collections, which are transferred to Salaries and Expenses Program Administration in 1985. Also excludes $1,800 thousand for data processing services, which are transferred to Salaries and Expenses in 1986.

[9] Adjusted for comparability. Excludes $1,800 thousand for data processing services, which are transferred Salaries and Expenses in 1986.

[10] Excludes $5,000 thousand transferred from the Office for Civil Rights to Howard University by the Second Supplemental.

[11] Includes $1,972 thousand obtained from unobligated balances.

Source: *U. S. Education Department*

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parents could do more to support their children's education instead of choosing to "buy cars" or to spend on nonessentials.

But the college officials who gathered outside said parents' and institutions' financial resources have already been stretched to the limit. They argued that the Administration's proposals would jeopardize economic growth and abandon a federal commitment to educational opportunities that began in the 1960's when government support for postsecondary education shifted from categorical grants and institutional funding to aid given directly to students.

The Reagan Administration is "speaking with a forked tongue," said Mr. Atwell, the A.C.E. president.

On the one hand, he said, the Administration is talking about "national growth, security, and American competitiveness," but at the same time it is undermining those goals with proposals to slash student aid and terminate programs including graduate fellowships, foreign-language studies, and support for research libraries.

The budget also seeks to eliminate the $13-million Fund for the Improvement of Postsecondary Education, a competitive-grant program for colleges and universities that has in recent years placed increasing emphasis on funding innovative teacher-training programs.

Proposals Termed Unfair

The proposals to place caps on financial aid were called unfair and unrealistic by the higher-education officials and some Congressional leaders.

John Phillips, executive director of the National Association of Independent Colleges and Universities, released a study by his group's research division indicating that more than one-fourth of all aid recipients at private institutions would have their aid reduced by an average of $1,585 under the $4,000 cap proposed by the Administration.

The study found that 43 percent of students from families earning less than $6,000 would lose $1,180 per year, and that 40 percent of families earning between $6,000 and $18,000 would have their aid cut by between $1,276 and $1,969.

Mr. Phillips said that "any income cutoff is unfair," particularly to families with more than one child enrolled in college.

He said that even a Congressman who earns much more than the proposed $32,500 ceiling for National Direct Student Loans might have trouble putting one or two children through school if they attended private institutions.

Mr. Martin of the financial-aid administrators' group said that students from families earning $15,000 who attend either a public or a private school would see Pell Grant aid cut from $1650 to $950 if the cap and eligibility changes are enacted.

Senator Robert T. Stafford, Republican of Vermont, chairman of the Senate education subcommittee, called the income cap on the G.S.L. program and the $4,000 maximum federal-aid limit "ludicrous."

"Our middle-income families have not asked for a free ride from the federal government, only limited assistance which the student will repay after leaving school," he said. "Without it, many students will be unable to attend the school of their choice or attend college at all."

Representative Augustus F. Hawkins, Democrat of California and chairman of the House Education and Labor Committee, said the proposed cuts and cutoffs are "not sensible" and will hurt families that are not in high income brackets or that have two or more children.

Changing Congressional Mood

But he expressed concern that the Congress, which has rejected proposed cuts in financial-aid programs in the past, was changing its attitude because of concern about containing costs. He said he was especially worried about procedural arrangements promoted by Republican leaders that could force the budget to be considered as one omnibus cost-cutting package.

According to Mr. Hawkins, there is a "better-than-equal chance" now that the Congress will enact some cuts. But he predicted the public would react harshly to changes in financial-aid programs.

Group Rejects 'Top-Down' Reforms

Continued from Page 6

students, according to the statement.

"If good teachers are key to reform in our schools, they must have the autonomy commensurate with the responsibility," the statement reads.

The network recommends that teachers spend more time observing and discussing curriculum and pedagogy with other teachers, writers, and various experts in their field; be granted periodic sabbaticals; and be given easy access to available technology, such as up-to-date collections of curriculum materials, books, films, and computer software.

Consideration also should be given to reducing rather than increasing the number of class hours of actual student-teacher contact, the network maintains in the statement, in order to increase the time available for both independent planning and study.

Old-Fashioned Discipline

Also the network rejects the notion that a return to "good old-fashioned discipline" will improve education.

"The common wisdom is that there is a general laxness in classroom and school discipline . . . and that students will learn only if forced to do so," the position paper states, but it adds that "neither of these claims can be supported by evidence."

"A visit to almost any local elementary or secondary school will confirm that students' behavior is carefully monitored and directed throughout the school day," it notes. "There is no absence of tight adult control in American schools—to the contrary, students almost never participate in curriculum decisions, ask few questions in class, and rarely are expected to take the initiative for their own learning."

According to the network statement, an "engaging pedagogy and democratic class discipline are at the heart of school reform."

"Arbitrary control and a pedagogy that emphasizes passive reception of knowledge are not only inappropriate preparation for democratic citizenship, but are ideal ways to discourage interest and achievement," the statement concludes.

For more information, write Mr. Berlak at Washington University, Campus Box 1183, St. Louis, Mo. 63130; or call (314) 889-6766.

Reagan's 1986 Budget Asks $15.5 Billion for Education Department

Continued from Page 1

lion in elementary and secondary programs; $30 million in immigrant education; $59.8 million in higher education; and $4.2 million in the departmental-administration budget.

The budget also requests $665 million more in fiscal 1985 funds to cover costs in the Guaranteed Student Loan program.

The Congress appropriated $17.6 billion for the Education Department in fiscal 1985; the President had requested $15.5 billion.

Budget Details

The new budget would slash spending for financial aid to college students from $8.6 billion in fiscal 1985 to $6.3 billion. It would limit grant aid to students from families with incomes of under $25,000; limit direct loans to students from families whose income is below $32,500; and impose a cap of $4,000 per student on federally subsidized aid. (See related story on page 1.)

While spending for the biggest precollegiate-education programs would be for the most part frozen, the President is asking for a deep cut in federal school-lunch subsidies, which would eliminate subsidies to children from middle-income families. The total child-nutrition budget would fall from $3.8 billion to $3.43 billion in fiscal 1986.

Under Mr. Reagan's plan, spending for elementary- and secondary-education programs would rise to 46 percent, from 40 percent in the 1985 forecast, of the department's total budget; the proportion for higher education would fall from 49 percent to 42 percent.

Following are budget highlights for preschool, elementary, and secondary education; most of these funds would be spent in the 1986-87 school year:

- **Compensatory Education:** Chapter 1 grants to state and local educational agencies for disadvantaged elementary-school students would be cut by $41 million, to $3.65 billion.

Grants to L.E.A.'s—which are distributed on the basis of a statutory formula—would remain at $3.2 billion, while money earmarked for state aid to migrant-education programs would be cut from $264 million to $223 million.

Migrant students would be ineligible if they remained in one place for more than two years, instead of the current five. This change would have to be approved by the Congress.

The Administration also requests rescissions from the fiscal 1985 budget of $30 million—to terminate the emergency immigrant-education program—and about $7.5 million to eliminate the high-school-equivalency program for migrants and the college-assistance migrant program.

- **Head Start:** Fiscal 1986 spending for this program, administered by the Department of Health and Human Services, would be frozen at its current level of $1.075 billion. The Congress had reauthorized the program at $1.2 billion for fiscal 1986.

The Administration estimates that handicapped children will constitute about 10 percent of the projected 448,250 children served under the program.

- **Chapter 2 and Special Programs:** Funding for education block grants to states and for the Secretary's discretionary fund would remain at $532 million. Also frozen is the $100-million fund for improving science and mathematics education.

The new budget would eliminate a number of small programs, including the $75-million magnet-schools program and the $5-million excellence-in-education fund, which were funded by the Congress last year. In addition, no funds were requested for two other new programs approved by the Congress last year, the Talented Teachers Act and the school administrators' training program.

At the briefing last week, Mr. Jones said that magnet schools were eligible for Chapter 2 funds.

Other programs targeted for elimination are Women's Educational Equity, aid to the Virgin Islands, Territorial Teacher Training, Ellender Fellowships to bring pupils to the District of Columbia to show them how government works, and Follow Through. Money for civil-rights technical assistance under Title IV of the Civil Rights Act of 1964 would be cut from $24 million to $16 million.

- **Special Education:** Grants to states that qualify for funds to provide appropriate education for handicapped students would remain frozen at $1.16 billion. This includes $29 million in preschool incentive grants, which states may use for children from birth to age 5.

To qualify for grants, a state must submit to the Education Department an acceptable plan for the development and use of individualized education programs. The programs must provide services not only to students ages 6 to 17 but also ages 3 to 5 and 18 to 21, according to budget documents.

Total budget authority for special-education services would fall from $1.32 billion to $1.30 billion.

- **Bilingual Education:** The funding level for bilingual-education programs would be frozen at $143 million, although the department estimates that the number of children served would increase by 19,736, to 225,987. To meet those needs, budget documents note, basic-grants funds would be increased from $95 million to $104 million.

Training grants would be cut, however, by $9.6 million, to $24 million, because of "research findings which indicate that the demand for new bilingual-education teachers is far less than previously believed," according to budget-briefing material prepared by the Education Department.

According to the briefing paper, the department will ask the Congress to remove the current ceiling on funding for "alternative approaches to bilingual education, such as English-as-a-second language and immersion"; these approaches were first authorized in the new Bilingual Education Act passed by the Congress last year.

- **Vocational Education:** Although the Congress authorized $950 million for vocational-education programs for fiscal 1985, the new budget does not ask for a supplemental appropriation but requests a freeze for next year in the current $738-million budget level.

The budget proposal would eliminate the consumer- and homemaker-education program and transfer the $32 million earmarked for those activities into the $716-million account for basic grants.

- **Impact Aid:** Once again, the Reagan Administration is seeking to eliminate $130 million in category "B" payments. This money goes to school districts in which parents live or work at federal installations.

The total budget request for impact aid is $543 million, a reduction of $152 million from the current $695 million.

- **Educational Research:** The Administration proposes freezing the 1986 budgets of the National Center for Education Statistics and the National Institute of Education at their current levels.

The N.C.E.S. would receive $9 million.

The N.I.E., which will award competitive grants to eight new educational laboratories and 11 new research centers this year, would receive $51 million in fiscal 1986.

The $125-million public-library program is slated for elimination in fiscal 1986. The program pays for library construction and services, librarian-training services, and research-library services.

The proposal would also cut the budget of the National Assessment of Educational Progress from $5.4 million to $4 million.

- **Office for Civil Rights:** The new budget asks for a $541,000 rescission in the office's $45-million budget for fiscal 1985, and requests $43 million for fiscal 1986.

In other department offices, the budget would cut the number of full-time-equivalent positions at the Education Department by 261, to 4,579. That reduction would bring the department's overall staff decrease to 38.2 percent of its January 1981 level.

Other Programs

- **Nutrition Programs:** The Administration seeks to eliminate school-lunch subsidies for students from middle-income families—those with incomes "exceeding 185 percent of the poverty level," according to the proposed legislation. (In 1983, the Census Bureau's weighted-average poverty line for households of four was $10,178.)

The total child-nutrition budget would fall from $3.8 billion to $3.43 billion.

The proposed legislation "will better target nutrition benefits to needy children by discontinuing subsidies to high-income students [and] moderate meal-subsidy increases," the Administration argues.

But an advocacy group, the Food Research and Action Center, charged that the "the [federal] subsidy for paid meals helps to keep the price low enough so that moderate-income students can continue to participate in the program." The new cuts, if enacted, would, along with cuts passed in 1981, cause at least 5 million students to drop out of the school-lunch program, FRAC estimates.

The budget of the nutritional program for women, infants, and children would rise to $1.51 billion from $1.45 billion.

- **National Endowment for the Humanities:** The budget of the agency headed until last week by Mr. Bennett would suffer a $13.5-million cut in fiscal 1986, dropping to $126 million from $139.5 million, according to the President's request. The fiscal 1984 appropriation was $140 million.

The new proposal includes a reduction of about $2 million from the $7.3 million now earmarked for humanities instruction in elementary and secondary schools. On the other hand, support for summer seminars for secondary-school humanities teachers would increase from $3 million to $3.6 million.

- **National Endowment for the Arts:** The Administration would cut the budget from $163.7 million to $144.5 million.

The account that funds the bulk of the endowment's projects would be reduced by $16.5 million, to $132.2 million from $148.7 million.

- **Job Training:** The budget for programs authorized by the Job Training Partnership Act would fall from about $3.7 billion to $2.8 billion.

This includes an attempt to phase out the Job Corps program and a $100-million rescission in the summer youth employment and training program. The summer program would receive $724.5 million under Mr. Reagan's plan.

The Administration also seeks to eliminate the Targeted Jobs Tax Credit, which gives employers tax credits for employing disadvantaged youth; it is due to expire Dec. 31 of this year.

- **Immunizations:** The budget of the immunization program, administered by the Centers for Disease Control and aimed at eliminating a number of childhood diseases as public-health problems, would hold steady at $54.3 million.

Other Revenue Losses

According to Dena G. Stoner, legislative director of the National School Boards Association here, public schools may lose far more than the Education Department's freezes in elementary- and secondary-education spending may indicate.

"Everywhere you look in the budget, we've been smacked," Ms. Stoner said, noting that there are several "hidden" provisions in the proposed budget that would further reduce money available to local school districts.

Among the relevant proposals, she said, are plans to change the payment rate to states on federal forest receipts and mineral-leasing rights; a portion of the money states receive from these programs goes to education, she pointed out.

The Administration also proposes to eliminate the federal revenue-sharing program. In fiscal 1983, the latest year for which data are available, states received $4.6 billion in revenue-sharing funds, of which $372.9 million was spent on education, the Census Bureau estimates. Most of the revenue-sharing money is used for public safety.

E.P.A. Delays Ban on Mining, Use of Asbestos

Continued from Page 1

According to Mr. Barnes, a little-known clause in the Toxic Substances Control Act of 1976 requires the agency to send a report to both the Occupational Safety and Health Administration and the Consumer Product Safety Commission detailing the health risks associated with asbestos that the E.P.A. has discovered. Only if those agencies cannot or will not address the problem under their own legal authority can the E.P.A. go ahead with its own rulemaking procedure, Mr. Barnes said.

The interagency review could also affect the E.P.A.'s other regulatory projects regarding asbestos, according to Elizabeth LaPointe, a staff member in the office of toxic substances. Ms. LaPointe said that possible standards to protect school-maintenance workers who clean up asbestos, along with the whole range of potential asbestos regulations, are being considered in light of the interagency requirement.

The agency contends that the interagency review, which it has never used before, is required by federal law to prevent duplicative regulatory efforts. But several union officials and a member of the Congress have suggested that the E.P.A. may be engaged in delaying tactics because it would prefer not to address the problem of asbestos in schools.

Asked why it took the agency so long to discover the review requirement, David Ryan, an agency spokesman, said that "it's just one of those things." Mr. Barnes made a similar statement at the press conference.

Meanwhile, in response to the E.P.A.'s statement in November that it would not make substantial changes in its existing regulations regarding asbestos in schools, the Service Employees International Union has renewed a lawsuit seeking to force the agency to issue more exacting rules governing asbestos hazards in schools. *(See related story on page 11.)*

William K. Borwegen, a health specialist for the S.E.I.U., and Peg Seminario, a health specialist for the A.F.L.-C.I.O., have suggested that the White House's budget office is behind the E.P.A.'s most recent actions and that budget officials want to give the agency a way to back out of its plans to ban asbestos.

Edward Dale, a spokesman for the O.M.B., said that his agency has studied the E.P.A.'s proposed ban on asbestos but has not yet disclosed its views. He declined to comment on accusations that the O.M.B. has encouraged the E.P.A. to put off the ban because it is too expensive.

It is not clear whether the E.P.A. will give the consumer-safety commission or OSHA the option of instituting the ban themselves or just what regulatory proposals related to asbestos the two agencies could or should take over.

Requirement Debated

At the press conference, the E.P.A. distributed a memorandum from its acting general counsel, Gerald H. Yamada, in which he wrote that the other two federal agencies by law should be given the first opportunity to regulate the use of asbestos.

But Ben Everidge, a spokesman for Representative James J. Florio, Democrat of New Jersey, said that asking the other two agencies to

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THIS WEEK'S FORUM: PAGE 38

PROCEDURES
A ranking system that will categorize schools on the basis of the degree of asbestos hazard they contain is part of new guidelines released by the Environmental Protection Agency for schools seeking federal funds to help pay for removal.

See Page 9.

PARADOXES
In its struggle to harmonize an ancient culture with modern technology and values, Japan is reassessing an educational system that has made it the most literate nation in the world and a dominant force in the international marketplace. For the first reports in a three-part series on "Schooling in Japan":

See Page 11.

EDUCATION WEEK

American Education's Newspaper of Record
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Science Teachers' Group Readies Plan To Offer Own Certification

By Lynn Olson

To stem what it terms the "blatant" use of unqualified science teachers, the country's largest organization of science educators is planning to issue its own certification credential.

Possibly as soon as 1986, teachers would be able to apply for the new professional certification from the National Science Teachers Association in addition to their state teaching certificate.

According to Bill G. Aldridge, executive director of the N.S.T.A., the standards that would be required for the professional certificates could not be met by up to 70 percent of today's high-school science teachers and 90 percent of current elementary-school teachers.

The unprecedented step is necessary to combat the current "exceedingly low" standards for science teachers in many states, Mr. Aldridge said. It could also reverse the trend toward assigning underprepared teachers to science classes as student enrollments drop and graduation standards for high-school science courses increase, he added.

The N.S.T.A. is asking the country's other major science-education groups—including the National Association of Geology Teachers, the National Association of Biology Teachers, the American Association of Physics Teachers, and the American Chemical Society—to join it in the proposed certification plan. Those organizations have their own suggested standards or guidelines for the preparation of teachers. The N.S.T.A.'s standards for teacher training, which will form the basis for the certification requirements, were adopted by the organization's board of directors in 1983 and 1984.

NCATE's Standards

The standards required for the proposed professional certificates already carry strong endorsement. The National Council for Accreditation of Teacher Education, whose influence shapes the requirements of teacher-training institutions, has decided to use those same standards to approve teacher-education programs beginning in 1986, according to Richard C. Kunkel, ex-

Continued on Page 10

BENJAMIN BOBLETT

Bill G. Aldridge

Bennett Maintains Higher Standards Benefit the Poor

Says Reform Must Focus On the 'Neediest' Pupils

By James Hertling and Alina Tugend

WASHINGTON—Secretary of Education William J. Bennett said last week that raising academic standards may increase the nation's dropout rate, but he maintained that the excellence movement is "properly directed" since its main beneficiaries are intended to be the economically and educationally disadvantaged.

"Those who do not have the advantages of the wealthy . . . are the people who need good teaching the most," Mr. Bennett said in an interview. "They are the people who need standards the most, not for purposes of punishment, but for purposes of aspiration, for internalizing those standards."

Transcript of interview on page 35

Mr. Bennett said it is inevitable that some students will fail, "because if you have standards, and honest standards, that means you will have failure, but failure at one point in time in the system is not failure forever."

The new Secretary said he has not yet determined what the federal government might do to help stem the rising dropout rate, which averages nearly 30 percent, but he suggested that the department would examine schools that have instituted effec-

Continued on Page 35

Groups Press Parent-Control Campaign, Get High-Level Support

By Anne Bridgman

WASHINGTON—William J. Bennett, in his first news conference as Secretary of Education, last week said he supported Education Department regulations that give parents more control over controversial topics taught in the public schools.

"It's not hard, if you look at the last 15 years of education, to understand why parents are distressed about things that are going on in the schools," the new Secretary said. "I think that parents will give the schools a fair amount of room to maneuver, but parents have been burned. Parents have seen and looked at materials their kids have brought home from school and have gotten upset. I think in many cases they are very justified."

Mr. Bennett said he did not support the efforts of education organizations to overturn the regulations, which were developed by the department last fall to handle complaints filed under the Hatch Amendment of 1978. That law guarantees the right of parents to inspect federally financed instructional materials used with experimental teaching methods.

"If I were a parent with a child in school," he added, "I would take a very close look at what my son was being asked to study, because there are a lot of things in schools that, in my judgment, don't belong there."

Mr. Bennett's remarks came as parents' groups across the country were distributing a "model" letter to school districts demanding compliance with the Hatch Amendment regulations.

'Model' Letter

The letter, distributed to some 250,000 parents by the Maryland Coalition of Concerned Parents on Privacy Rights in Public Schools, Phyllis Schlafly's Eagle Forum, and a number of other conservative groups, asks that districts seek parents' written consent before raising for classroom discussion any one of 34 topics, ranging from alcohol and drugs to student diaries or journals.

Meanwhile, the Secretary's comments and the distribution of the letter have

Continued on Page 36

From War-Torn Nations to 'Newcomer' School

By Alina Tugend

SAN FRANCISCO—El Salvador. Ethiopia. Cambodia. Nicaragua. Vietnam. War-battered countries where children who can't read know how to assemble machine guns in seconds.

Millions flee such countries every year, some simply escaping, others looking for what they hope will be a better life. And a handful of those refugees arrive in San Francisco, a heterogeneous city in which 48 percent of the public-school system's 63,000 students do not speak English at home and 29 percent are deemed less than proficient in English. Many are illiterate in their native tongues.

In 1979, this city established Newcomer High School—a one-year program devoted to teaching refugee students ages 14 through 17 who have less than eight years of education. It was a response both to the world political situation—the influx of Southeast Asian boat people and the fall of the Somoza regime in Nicaragua—and to changes in the school system itself.

"In 1979, Superintendent [Robert] Alioto redesigned the junior high and high-school system," recalls Paul Cheng, principal of the school. "Ninth grade was moved into high school and the impact was enormous; all the high schools became extremely overcrowded." Although every major high

Continued on Page 37

ALINA TUGEND

[illegible], [illegible], of El Salvador

IN SUMMARY

Merit Pay Under Attack
Florida's two teachers' unions have filed suits to prevent the state from implementing a new merit-pay program that they charge is unfair and in violation of bargaining laws. **Story on Page 6.**

Forging a Stronger Link
The final report of a three-year study of the nation's colleges calls for more coherence in the undergraduate curriculum in order to strengthen the baccalaureate and set clear goals for schools. **Story on Page 7.**

Preschool Education
The High/Scope Foundation, which has studied the impact of early education on disadvantaged children, will coordinate a 31-country study of education for 4-year-olds. **Story on Page 8.**

War on Drugs
More than 2,800 arrests have been made in New York City's program to combat drug abuse among youths, and the program is being expanded to cover an additional 156 schools. **Story on Page 8.**

The Worst Shall Be First
Schools will receive federal funds to correct asbestos problems on the basis of an Environmental Protection Agency system of ranking the degree of hazard they pose. **Story on Page 9.**

Compromise on Student Aid Cuts?
Congressional opposition may compel the Education Department to revise proposed eligibility requirements for college scholarships and loans, an official says. **Story on Page 9.**

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FORUM
"Tracking the Reforms, Part 2: Teacher Incentive Programs: The Shifting Debate," Education Commission of the States.
Statement on Page 38.

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THE WEEK

FEDERAL

Senate Committee Drops Possible Probe Of Research Agency

The Senate Labor and Resources Committee, with a busy schedule and a limited number of employees, is unlikely to investigate charges of mismanagement and corruption at the National Institute of Education, the research arm of the Education Department, committee aides said last week.

A department investigation of N.I.E. last year exonerated its director, Manuel J. Justiz, of major allegations. But Mr. Justiz was reprimanded by former Secretary of Education Terrel H. Bell for breaking federal travel and telephone regulations. *(See Education Week, Dec. 12, 1984.)*

At the time, the Senate committee weighed an investigation of N.I.E. contract and hiring practices.

But the panel has only one Republican investigator with an assistant and a number of other, more pressing oversight responsibilities—such as an investigation into alleged labor racketeering—said Howard A. Matthews, a staff member.

The committee chairman, Senator Orrin G. Hatch, Republican of Utah, wants to avoid a "post-mortem" of Mr. Bell's tenure at the department and avoid duplicating a study on possible reorganization of the department by the new Secretary, William J. Bennett, according to Mr. Matthews. That study is expected to include an examination of the N.I.E.

Rights Chief Predicts End to Quotas, Goals In Affirmative Action

The Reagan Administration's top civil-rights official has predicted that race-conscious affirmative-action plans will soon be a thing of the past.

"It will not be long before we will be able to put behind us for good court-ordered 'affirmative action' in the form of racial quotas, goals and timetables, or minority setasides," William Bradford Reynolds, head of the Justice Department's civil-rights division, said in a Feb. 9 speech.

In addressing a Florida Bar group meeting in Miami, Mr. Reynolds said the change was signaled in the U. S. Supreme Court's decision last year in *Firefighters Local Union No. 1784* v. *Stotts*, which he called "a victory for all Americans."

In *Stotts*, the Court ruled last June that federal judges could not interfere with a legitimate seniority system—established by a consent decree—in order to protect blacks from being laid off from the Memphis fire department. The Justice Department, Mr. Reynolds said, recently completed a review of all the settlements it has entered into in employment-discrimination cases with an eye toward modifying them to conform with its interpretation of the *Stotts* decision.

Later in the speech, Mr. Reynolds suggested that the federal government "dispense entirely" with Equal Employment Opportunity Commission guidelines requiring all federal agencies to submit annually to the commission documents outlining their hiring goals for minorities and women.

William J. Bennett, the new secretary of education, came under fire in some quarters of the Congress for refusing to comply with the guidelines during his tenure as chairman of the National Endowment for the Humanities.

NATIONAL

Education Reports Have Neglected 'Human' Factors

Most of the national reports on elementary and secondary education in America have neglected to address the "human and social factors" that affect children, according to the National Association of Social Workers Inc., whose 100,000 members serve school-age youths.

Summarizing the findings of a national survey of 500 social workers from 30 states, the group argues that "the interpersonal factors which contribute to excellence, and those human and social forces which may interfere with the attainment of excellence for all students have been largely overlooked. We submit that this view, as set forth, guarantees the failure of attempted reforms."

The report, "The Human Factor: A Key to Excellence in Education," outlines major "life forces"—such as teen-age suicide, depression, emotional disturbances, the rise of single-parent families, drug abuse, and child abuse and neglect—that social workers surveyed said constitute the greatest threats to educational excellence.

To overcome them, the report calls for stronger school-community collaboration, strengthened pupil services, increased parental involvement, and an emphasis on early intervention and prevention. The group also urges the development of strategies to overcome "barriers to excellence" erected by families, students, and schools, as well as communities, legislation, and funding patterns.

For information on receiving a copy of the report, contact N.A.S.W. at 7981 Eastern Ave., Silver Spring, Md. 20910.

U.S. Workers Found To Back Pay Equity

Sixty-nine percent of the 1,010 American workers recently polled by the National Committee on Pay Equity, a coalition of women's, civil-rights, and labor groups, said they believe women are not paid as fairly as men, and four out of five of the respondents said they support the concept of pay equity.

The survey, which the group says is the first to isolate views on the issue of pay equity, showed that "grassroots support of pay equity is strong and growing," according to Claudia Wayne, executive director of the Washington-based coalition. The poll was conducted in November by the Boston-based polling firm of Marttila and Kiley Inc.

"The poll shows that women and men care very much about fairness," Ms. Wayne said. "Their voices can no longer be ignored."

Among the survey's other findings: In unprompted responses, both men and women most frequently pointed to discrimination as the primary cause of the wage gap; 83 percent of the respondents said they think the wage gap is a serious problem that should be corrected; and 76 percent said the predominantly female teaching occupation is underpaid.

STATES

Arkansas Lawmakers File Bill To Repeal Teacher-Testing Law

Twenty-four Arkansas legislators have sponsored a bill that would establish a comprehensive teacher-evaluation program and repeal a controversial teacher-testing law that was approved in November 1983.

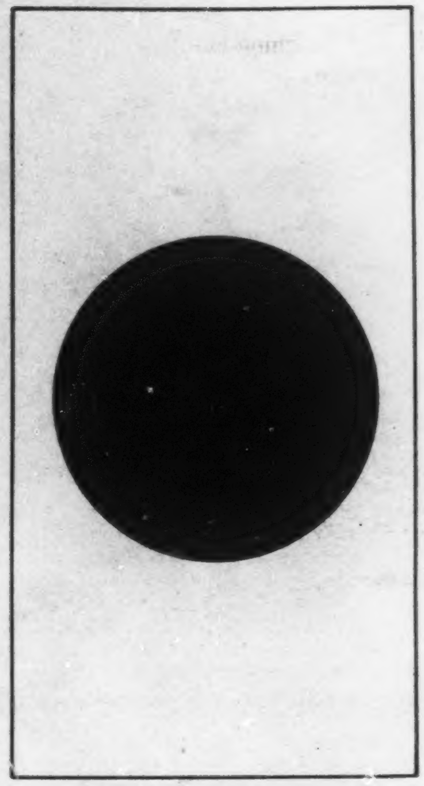
The law, which still has the full support of its initial sponsor, Gov. Bill Clinton, has been under attack by the Arkansas Education Association since it was first proposed.

The A.E.A. has thrown its support behind the new bill, H B 616, which is still in the House Education Committee.

"The sponsors of the legislation are keenly aware that the real test of teachers is whether they can teach and not their performance on a basic-skills test," said Richard A. Nagel, a consultant with A.E.A.

At least 27,000 employees of public schools who hold teaching or administrative certificates are scheduled to take the test, which will be

The Shape Of Japanese Schooling: A Statistical Profile



Out of School Activities of Japan High School Seniors By Percentage of Total, 1980

	Total	Male	Female
Hours Per Week on Homework:			
Less than 5	35	37	33
5 to 10	29	24	35
More than 10	36	40	32
At Least Once or Twice a Week:			
Reading for pleasure	29	31	27
Going out on a date	9	9	8
Driving or going for a ride	14	17	9
Reading front page page of newspaper	62	65	67
Everyday activities:			
Visiting with friends at a gathering place	48	49	47
Talking with friends on a telephone	7	4	11
Thinking or day-dreaming alone	25	22	28
Talking with parents about experiences	40	46	33

Source: National Center for Education Statistics.

Japan	Characteristic	United States
120 million (1984)	Population	237.2 million (1985)
7.2%	National income spent on schooling (1980)	8.8%
10%	GNP spent on schooling	7%
	Subsidies for education:	
47.3% (1980)	National	6.2% (1984 est.)
28.1% (1980)	State	49% (1984 est.)
24.6% (1980)	Local	44.8(1984 est.)
	Number of public schools:	
24,895	Elementary	59,400*
10,480	Junior High	6,000
4,145	High School	16,000
	Number of private schools:	
169 (1984)	Elementary	17,000
567	Junior High	6,000
4,128	High School	6,000
	Number of pupils:	
16.3 million	Elem., middle	31.2 million
4.9 million	Senior High	13.9 million
240 days	Length of school year	180 days
April to March	School calendar	September to June
34	Average Elementary-school class size	25
64% (1984)	1st graders finishing kindergarten	82% (1980)
90%	High-school completion rate (1983)	72.7%
29.6%** (1984)	College-going rate	52.7% (1983)
	Computers for instruction:	
0.58% (1983)	Elementary	22% (1982)
3.09% (1983)	Junior High	52% (1982)
56.38% (1983)	High School	74% (1982)
	Number of teachers (1984):	
747,606	Elementary	1.36 million
258,626	High School	1.05 million
57 %	Percentage of female teachers (1984)	83 %
$9,500	Teachers' average starting salary	$14,200
$18,000	Teachers' average salary	$22,000
	Number of colleges and universities (1984):	
185 national, 89 local	Public	1,481
769	Private	1,803
2.24 million (1984)	Undergraduate enrollment	10.8 million (1983)
58,607 (1982)	Graduate-school enrollment	1.3 million (1983)
	Graduate degrees conferred (1982):	
14,855	Masters	296,000
3,969	Ph.D.	32,700

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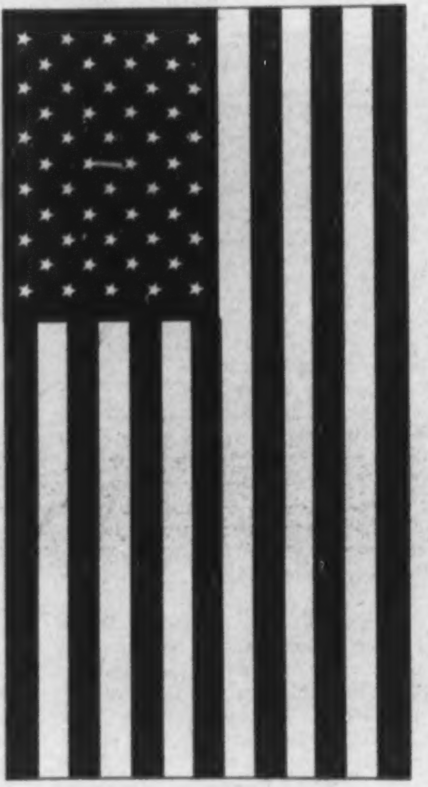
*Figure includes middle schools.

**Figure does not include *ronin*. With the 214,000 students who wait out a year or more after high school, the figure is 36.3 percent.



Out of School Activities of U.S. High School Seniors By Percentage of Total, 1980

	Total	Male	Female
Hours Per Week on Homework:			
Less than 5	76	80	71
5 to 10	18	15	21
More than 10	6	5	8
At Least Once or Twice a Week:			
Reading for pleasure	45	39	51
Going out on a date	57	56	57
Driving or going for a ride	60	65	56
Reading front page page of newspaper	69	72	65
Everyday activities:			
Visiting with friends at a gathering place	26	30	22
Talking with friends on a telephone	52	42	60
Thinking or day-dreaming alone	50	42	57
Talking with parents about experiences	22	15	28

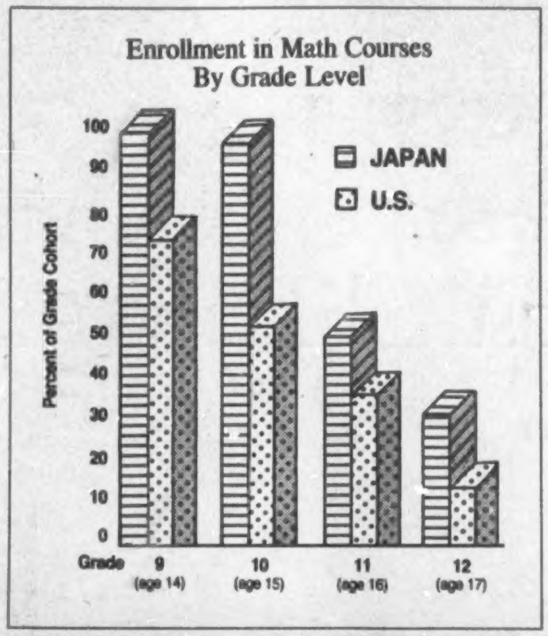
Source: National Center for Education Statistics.

Standard Number Of Credits in Upper Secondary Schools

Subject	Standard number of credits
Japanese language:	
Japanese language I	4
Japanese language II	4
Japanese expression	2
Modern Japanese	3
Classics	4
Social Studies:	
Modern society	4
Japanese history	4
World history	4
Geography	4
Ethics	2
Political science and economics	2
Mathematics:	
Mathematics I	4
Mathematics II	3
Algebra and geometry	3
Basic analysis	3
Differentiation and integration	3
Probability and statistics	3
Science:	
Science I	4
Science II	2
Physics	4
Chemistry	4
Biology	4
Earth science	4
Health and physical education:	
Physical education	7-9
Health	2
Arts:	
Music I	2
Music II	2
Music III	2
Fine arts I	2
Fine arts II	2
Fine arts III	2
Handicrafts I	2
Handicrafts II	2
Handicrafts III	2
Calligraphy I	2
Calligraphy II	2
Calligraphy III	2
Foreign language:	
English I	4
English II	5
English II-A	3
English II-B	3
English II-C	3
Homemaking:	
General homemaking	4

Notes:
1. Thirty-five school hours, each of which represents 50 minutes of teaching, yield one credit.
2. Credits in other subjects may be prescribed by the establishing bodies of individual upper secondary schools.

Enrollment in Math Courses By Grade Level



Standard Number of Teaching Hours At Elementary Schools

Subject	Hours per Year 1st year	2nd year	3rd year	4th year	5th year	6th year
Japanese language	272	280	280	280	210	210
Social studies	68	70	105	105	105	105
Arithmetic	136	175	175	175	175	175
Science	68	70	105	105	105	105
Music	68	70	70	70	70	70
Drawing and handicrafts	68	70	70	70	70	70
Homemaking	—	—	—	—	70	70
Physical education	102	105	105	105	105	105
Moral education	34	35	35	35	35	35
Special activities	34	35	35	70	70	70
Total	850	910	980	1,015	1,015	1,015

Note: One teaching hour in this table represents 45 minutes.

Standard Number of Teaching Hours At Lower Secondary Schools

Subject	Hours per Year 1st year	2nd year	3rd year
Japanese language	175	140	140
Social studies	140	140	105
Mathematics	105	140	140
Science	105	105	140
Music	70	70	35
Arts	70	70	35
Health and physical education	105	105	105
Industrial arts and homemaking	70	70	105
Moral education	35	35	35
Special activities	70	70	70
Elective subjects, etc.	105	105	140
Total	1,050	1,050	1,050

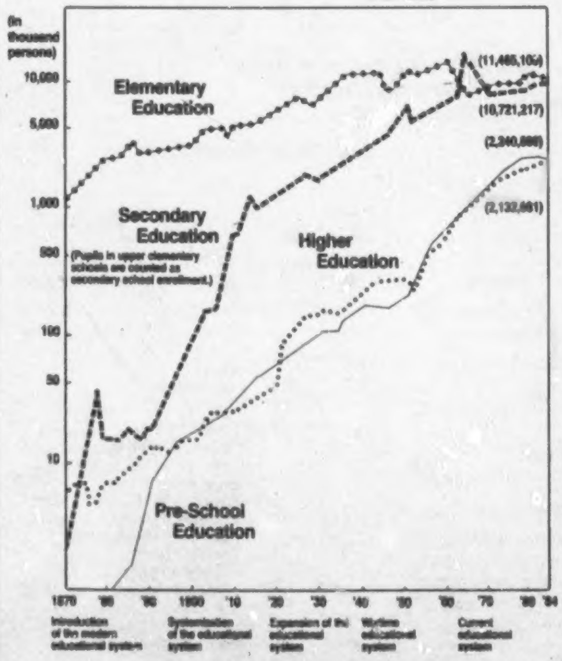
Notes:
1. One teaching hour in this table represents 50 minutes.
2. "Elective subjects, etc." may be used for one or more elective subjects as well as for increasing "special activities," etc.
3. In 3rd grade, the standard number of elective subjects is 35 taken from either music, arts, health, and physical education or industrial arts and homemaking. The standard number of teaching hours of a foreign language is 105 for each grade, and the standard number of other subjects specially required and provided for in the course of study for lower secondary school is 35 for each grade.

Enrollment, Classified by Sex and Type of School
(as of May 1984)

School classification	Total	Male	Female	Enrollment, by type of school and percentage distribution National	Local govern-ment	Private	National	Local govern-ment	Private
Kindergarten	2,132,681	1,088,085	1,044,596	6,584	530,255	1,595,842	0.3%	24.9%	74.8%
Elementary school	11,465,106	5,871,970	5,593,136	47,300	11,357,950	59,858	0.4	99.1	0.5
Lower secondary	5,829,300	2,986,692	2,842,608	36,408	5,623,328	169,564	0.6	96.5	2.9
Upper secondary	4,891,917	2,465,229	2,426,688	10,201	3,513,739	1,367,977	0.2	71.8	28.0
School for the blind	7,013	4,497	2,516	247	6,634	132	3.5	94.6	1.9
School for the deaf	9,716	5,408	4,308	352	9,301	63	3.6	95.7	0.6
School for the otherwise handicapped	78,142	48,843	29,299	3,074	74,405	663	3.9	95.2	0.8
Technical college	47,527	46,012	1,515	40,093	4,082	3,352	84.4	8.6	7.1
Junior college	380,214	38,383	341,831	17,213	20,661	342,340	4.5	5.4	90.0
University	1,843,152	1,418,141	425,011	442,503	54,117	1,346,532	24.0	2.9	73.1
Special training school	536,457	219,283	317,174	18,010	23,503	494,944	3.4	4.4	92.3
Miscellaneous school	580,060	301,603	278,457	184	9,856	570,020	0.0	1.7	98.3

Source: Ministry of Education, Science, and Culture, Japan.

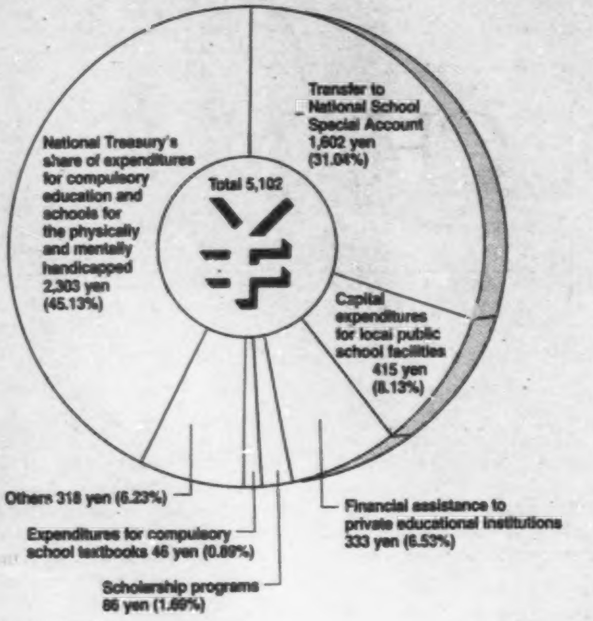
Historical Trends In Enrollment



Source: Ministry of Education, Science, and Culture, Japan.

The Mombusho Budget Classified by Categories of Expenditure, Fiscal Year 1984

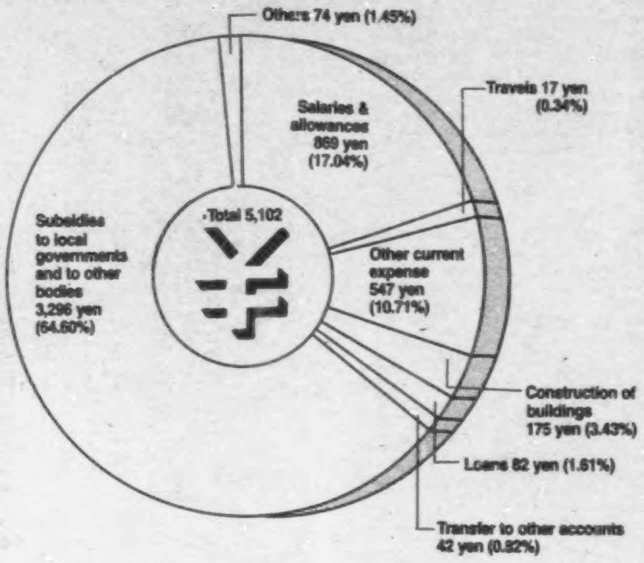
(in billion yen)



260 yen = 1 dollar

General Accounts Budget of the Mombusho for FY 1984

(in billion yen)



School Expenditure Classified by Type of School

		(percent)					
Year	Total (million yen)	Kindergarten	Compulsory education	Upper secondary education	Higher education	Special training and misc. schools	Ratio against national income
1950	153,388	0.9%	68.8%	12.6%	16.2%	1.6%	4.5%
1955	407,482	2.0	64.0	15.7	16.0	2.3	5.6
1960	702,721	1.7	60.2	17.7	17.6	2.8	5.3
1965	1,657,087	2.1	51.1	21.4	22.2	3.1	6.2
1970	3,237,318	2.9	53.5	19.0	21.4	3.2	5.3
1975	8,808,843	3.7	56.1	18.5	19.6	2.0	7.2
1980	14,933,543	4.0	54.5	17.9	21.1	2.5	7.7
1981	15,916,818	3.8	54.0	18.1	21.6	2.5	7.8

Number of Educational Personnel, Classified By Type of School (as of May 1, 1984)

	Number of teachers				
School classification	Total	% Female	National	Local govern-ment	Private
Kindergarten	99,173	93.8%	276	26,788	72,109
Elementary school	468,675	56.0	1,770	464,108	2,797
Lower secondary school	278,931	33.5	1,661	269,578	7,692
Upper secondary school	258,626	18.3	620	200,326	57,680
School for the blind	3,354	37.1	76	3,242	36
School for the deaf	4,600	48.6	78	4,501	21
School for the otherwise handicapped	30,238	49.9	1,114	28,934	190
Technical college	3,772	0.8	3,238	348	186
Junior college	17,422	39.1	1,054	1,881	14,487
University	110,662	8.5	51,194	6,033	53,435
Special training school	23,521	57.4	764	1,542	21,215
Miscellaneous school	22,782	40.4	18	655	22,109

Number of Schools Classified by Type

		Number of schools			Percentage distribution		
School classification	Total	National	Local government	Private	National	Local government	Private
Kindergarten	15,211	48	6,246	8,917	0.3%	41.1%	58.6%
Elementary school	25,064	73	24,822	169	0.3	99.0	0.7
Lower secondary school	11,047	78	10,402	567	0.7	94.2	5.1
Upper secondary school	5,427	17	4,128	1,282	0.3	76.1	23.6
School for the blind	72	1	69	2	1.4	95.8	2.8
School for the deaf	110	1	108	1	0.9	98.2	0.9
School for the otherwise handicapped	720	43	664	13	6.0	92.2	1.8
Technical college	62	54	4	4	87.1	6.5	6.5
Junior college	536	37	51	448	6.9	9.5	83.6
University	460	95	34	331	20.7	7.4	72.0
Special training school	2,935	180	168	2,587	6.1	5.7	88.1
Miscellaneous school	4,476	9	121	4,346	0.2	2.7	97.1
Total	66,120	636	46,817	18,667	1.0	70.8	28.2

Source: Ministry of Education, Japan.

R4300-2

VALUES IN CONFLICT

Like the United States, Japan is involved in a reassessment of its educational system, and it is in the high school that the conflicts between opportunity and uniformity, between tradition and change, between expectation and reality are being played out. For Part Two of "Schooling in Japan":

See Page 11.

SAFETY IN QUESTION

Although there is little evidence yet that mandatory seat belts in school buses would increase safety, advocates are pushing for federal regulations and for the passage of new laws in states, localities, and the U.S. Congress.

See Page 7.

EDUCATION WEEK

American Education's Newspaper of Record · Volume IV, Number 23 · February 27, 1985 · *© 1985 Editorial Projects in Education*

Maintenance Issues Grow for School Users

The 'Hidden' Cost of Computers

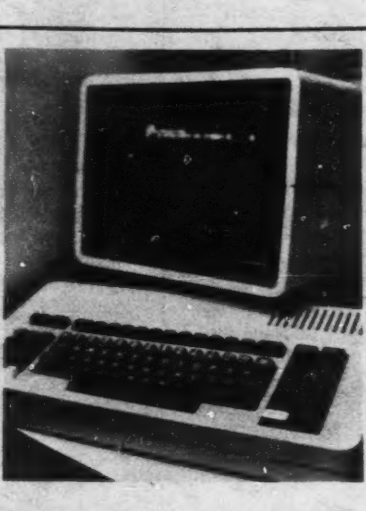
By Linda Chion-Kenney

Three years ago, the St. Paul's School in Brooklandville, Md., had five computers. According to Mark S. Curtis, the school's director of computer studies, extended warranties were purchased for three of the systems at a cost of about $600.

The next year, with 10 computer systems, school officials "limped along" without extended-warranty coverage to protect against malfunctions, Mr. Curtis said. The independent school of 730 students, he added, was "lucky"; maintenance costs did not exceed $200.

But when Mr. Curtis began lobbying for a computer for every eight students, he recalled, "It became obvious that we could not afford the $200-per-machine cost for a maintenance contract."

Like many of his counterparts around the country, Mr. Curtis—who now has 65 computers to oversee—has discovered that there is a down side to the computer revolution: the hidden, and usually unbudgeted, costs of maintaining the equipment. And like others, he has had to figure out ways to cope without spending more than his school can afford.



A 'Sizable' Investment

"When you have a handful of computers floating around, your potential risk is minimal, but if you get 100 computers in your school, that represents a sizable capital investment, and you'd better be willing to back it up," said Mr. Curtis, who credits his school's regular preventive-maintenance program with cutting down on the cost of repairs. "You don't buy a house without enough working capital to maintain it because then you end up los-

Continued on Page 27

Michigan Schools Required To Offer 'Shared Time'

State Court Limits Ruling To Elective Classes Only

By Tom Mirga

A sharply divided Michigan Supreme Court has ruled that the state's public schools must open "nonessential" courses such as band and art to local private-school students whose schools do not offer such electives.

The "right to public education is not conditioned on full-time enrollment," the court held 4 to 3, noting that "shared time has been an accepted method of education in this state for the past 60 years."

The dissenting justices, however, criticized the decision requiring all public schools to offer some shared-time programs as an example of unwarranted "judicial intervention in educational policymaking." They added that the majority's interpretation of the state school code not only strains

Continued on Page 8

In Senate, Hatch Asks for 'Common Sense' on Parents' Rights

Says Law Covers Only 'Nonscholastic' Federal Programs

By Anne Bridgman

Washington—In the face of widely divergent interpretations of federal regulations that give parents more control over controversial topics taught in public schools, the sponsor of the law last week took to the floor of the Senate to clarify its intent and to plead for a "common-sense" approach to applying the rules.

"I am amazed at the overreaction of educational lobby groups to the [Education] Department's regulations," said Senator Orrin G. Hatch, Republican of Utah, referring to recent statements by groups that oppose the rules.

But he also directed remarks at proponents, saying, "Some parent groups have interpreted both the statute and the regulations so broadly that they would have them apply to all curriculum materials, library books, teacher guides, etc., paid for with state or local money."

"It was the purpose of my amendment to guarantee the right of parents to have their children excused from federally funded activities under carefully specified circumstances," the Senator said. "The 'activities' we are talking about are nonscholastic in nature."

Senator Hatch emphasized that the proposed amendment was not intended to apply to any curriculum or other school activities not directly supported by federal funds.

Parents' groups and conservative organizations—including Phyllis Schlafly's Eagle Forum—in recent weeks have distributed some 250,000 copies of a "model" letter to school districts across the nation demanding compliance with the Hatch Amendment regulations. *(See Education Week, Feb. 20, 1985.)*

The Hatch Amendment states that students cannot be forced to submit without prior parental consent to federally funded "psychiatric or psychological experimentation, testing, or treatment" that would reveal information concerning political affiliations, sexual behavior and attitudes, and five other specific areas. The Education Department regulations, which went into effect in November, further define certain portions of the amendment.

In response to the letter-writing campaign, a coalition of 26 education groups, concerned that the regulations constitute "an improper extension of federal authority into local matters," is lobbying the Con-

Continued on Page 9

Teacher Panel To Call for Tests, Longer Training

By Cindy Currence

The National Commission on Excellence in Teacher Education will recommend in a policy statement scheduled for release this week that colleges of education adopt five-year teacher-training programs and is expected to recommend competency testing of prospective teachers prior to graduation, members of the commission said last week.

The 17-member panel—which includes teacher educators, teacher-union officials, and legislators—was established last March by the American Association of Colleges for Teacher Education to formulate strategies to improve the preparation of the nation's public-school teachers.

Both teacher testing and extended programs are controversial proposals among educators. According to J. T. Sandefur, dean of the College of Education at Western Kentucky University in Bowling Green and a member of the panel, the extended-training concept generated some "healthy discussion" among commission members during their deliberations.

Teacher Testing

Teacher testing in particular has been a topic of debate in the education community since Albert Shanker, president of the Am-

Continued on Page 8

Houston Schools Turn to Mexico for Bilingual Teachers

By J. R. Sirkin

Demonstrating just how difficult it has become to find enough bilingual teachers for Spanish-speaking students, the Houston Independent School District has carried its recruiting efforts south of the border.

On Sunday of this week, the district, already known for its aggressive recruiting, was scheduled to run an advertisement in the English-language *Mexico City News* encouraging readers to apply for teaching positions. Houston faces a teacher shortage that could reach 1,200 vacancies by next September, including 400 positions for elementary-level bilingual teachers, said a school-district spokesman.

The advertisement is an experiment, said Geri Konigsberg, the district's director of information. "We don't anticipate getting great numbers. What we hope to do is develop a rapport, so we can recruit in later years."

According to Ms. Konigsberg, advance word of the advertisement has generated so

Continued on Page 23

IN SUMMARY

An Early Warning System
The Baltimore school district and the Johns Hopkins University are launching a five-year study to identify and address behavior patterns of 1st graders that could lead to later problems. **Story on Page 4.**

A Matter of Principals in North Carolina
A controversial proposal to abolish tenure for the state's principals is scheduled to go to the legislature without the state board's endorsement. **Story on Page 6.**

A Career-Ladder Debate in Alabama
Educators and lawmakers are preparing for a debate over a proposed career-ladder plan that would cost $213.6 million over five years and revamp teachers' salary schedules. **Story on Page 6.**

A Continuing Commitment
Governors in New Hampshire, North Dakota, and West Virginia have called for education spending increases despite difficult economic conditions in two of the states. **Story on Page 4.**

Buckle Up?
Parents, educators, and policymakers are pressing the case for mandatory seat belts on school buses despite the lack of hard evidence of their effectiveness. **Story on page 7.**

New Law, Old Rules
Competitive grants for bilingual-education programs will be awarded under vague rules because the Education Department has not written regulations for the new law. **Story on Page 10.**

Religious Meetings in School
The U.S. Supreme Court has agreed to review a federal appeals court's 1984 ruling that the First Amendment prohibits students from holding religious meetings on school grounds. **Story on Page 10.**

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THE WEEK

FEDERAL

Thousands Apply For NASA Program To Orbit Teacher

More than 10,000 teachers have told the government they dream of becoming the next John Glenn or Sally Ride, but only one will be the first private passenger in space next November.

Officials of the National Aeronautics and Space Administration say they received 10,345 applications by the Feb. 1 deadline for the "Teacher in Space" program announced by President Reagan last August.

The winning teacher will not only participate in the November 1985 space-shuttle mission but will also take a year's sabbatical leave from teaching afterward to represent NASA in appearances around the country. A back-up candidate will also be selected to spend a year with NASA, according to Alan Ladwig, manager of the space-flight participant program. The two teachers will be paid by NASA.

Mr. Ladwig said NASA has not yet sorted the applications into categories, but he added that "they seem of high quality." The largest number of applications came from California, New York, Ohio, and Illinois, he said.

Each chief state school officer will now choose two nominees. In June, those candidates will be brought to Washington for a week-long workshop and will be interviewed by a national review panel, Mr. Ladwig said.

Ten finalists will then be chosen, and these candidates will be taken to the Johnson Space Center in Houston in July to participate in medical examinations. NASA will then select the final two participants, he said.

Advocacy Group Says Reagan Budget Would Hurt the Poor

A Washington-based child-advocacy group accused the Reagan Administration last week of proposing to slash "survival programs" for poor children to pay for increased defense spending and tax breaks for the wealthy.

According to an analysis of the President's fiscal 1986 budget request conducted by the Children's Defense Fund, poor children and their families would lose $5.2 billion, while the military would gain $32 billion, under the proposed budget.

"If President Reagan's budget priorities succeed, by 1990 every American will be spending 19 percent less on poor children and families and 86 percent more on defense," said Marian Wright Edelman, the group's president. She continued, "Children and youths are the nation's real security. They are also the most cost-effective investment our nation can make toward assuring its future and strong democratic leadership for the rest of the world."

The C.D.F.'s analysis strongly criticized Administration proposals to reduce funding in areas such as education, food and nutrition, and child care. It also accused the Administration of ignoring "the sky-rocketing federal tax burden on the working poor while the taxes of the rich have been cut."

In addition to its budget analysis, the C.D.F. also supported the reintroduction in the Congress of a $14-billion "children's survival bill" sponsored in the previous Congress by former Representative Geraldine Ferraro of New York, the Democratic party's nominee for Vice President. The bill would expand funding for existing programs such as Head Start and maternal and child health care, would reduce taxes for needy families, and would create demonstration projects aimed at reducing teen-age pregnancy and school-dropout rates.

NATIONAL

Religious Leaders Call Attention To the Nation's Poor

In a statement intended to shift the attention of federal policymakers away from the national deficit and toward the issue of poverty, 36 prominent religious leaders have endorsed a statement calling for child-care policies and employment programs for the young as one means to eliminate poverty in America.

"We believe that poverty causes a human-resources deficit in our country with consequences no less severe than the budget deficit," wrote Cheryl Morden, chairman of Interfaith Action for Economic Justice, the coalition that released the statement, in a letter to members of the Congress.

The religious leaders suggested five ways to begin reducing poverty, including the creation of public-sector jobs for teen-agers and the long-term unemployed in "carefully designed programs linked to economic growth."

They also suggested creating and enhancing programs that would remove barriers that keep employable people from joining or returning to the labor market. "These include job-training programs linked closely to growth industries, child-care development and subsidies, and job-placement services."

According to the statement, anti-poverty programs represent less than 10 percent of the federal budget but have borne almost one-third of the federal-budget cuts in the last four years.

"Funding for programs for the poor has neither caused the deficit nor threatened the stability of the economy," the statement said. "Congress can finance the programs necessary to end poverty in this country without exacerbating the deficit problem."

Signers of the letter included leaders of Protestant, Jewish, Catholic, and nondenominational social-services organizations.

STATES

Kentucky Panel Will Visit 15 Cities To Discuss Reforms

A month after Kentucky's governor and superintendent of public instruction began visiting each of the state's 120 counties to promote greater community involvement in education reform, members of the state legislature's joint education committee announced that they, too, would leave the marble halls of Frankfort to discuss school improvements.

Traveling in two separate vans, the 30-member legislative panel will visit 15 cities over a three-month period, conducting public hearings in each city, according to Roger L. Noe, chairman of the House education committee.

The hearings are intended to "generate enthusiasm for educational reform" and provide a forum for educators, civic leaders, and citizens to present their views on how best to reform the state's schools, Mr. Noe said.

The public hearings will probably culminate in the late summer or early fall with a three-day summit meeting in which education-reform leaders will meet with the state legislators to discuss what measures to include in the joint education committee's reform package, according to Mr. Noe.

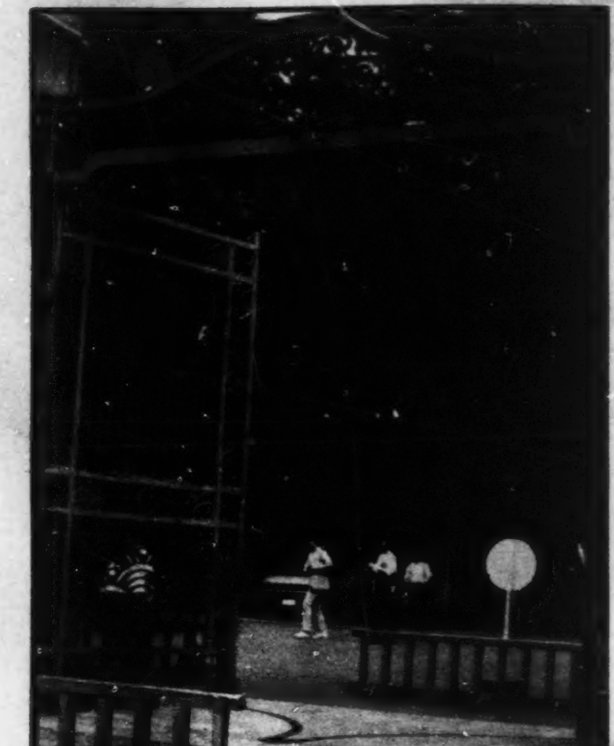
State Official Seeks School Spending Cut For Legal Counsel

The state attorney general has asked the West Virginia Board of Education to encourage county school districts to use the services of local prosecuting attorneys rather

By Sheppard Ranbom

'EXAMINATION HELL'

Being accepted by the right university assures later success, but the struggle for admission dominates students' lives and distorts, many argue, the content and purpose of high school.


SHEPPARD RANBOM

The narrow gates of Tokyo University, the oldest and most prestigious Japanese instiation of higher learning.

Four years ago, 18-year-old Takehisa Kishimoto seemed virtually assured of success in life. He had just graduated from La Salle High School, a famous private school in the city of Kagoshima that annually places almost half of its class of 270 seniors in Japan's elite universities.

But it was only this year, after a grueling, three-year odyssey through an academic netherworld, that Takehisa, now 22, finally became a freshman majoring in economics at Kyoto University.

Takehisa's story is one of pressure—pressure to keep pace with talented classmates, to satisfy demanding test-conscious teachers, to keep from disappointing his father, a Kyoto textile-factory manager with high hopes and family finances invested in his son's future. Most of all, it is a story of test pressure, the over-arching imperative to score well enough to enter the best institutions of higher learning.

Because he did not score well enough, Takehisa joined the burgeoning ranks of the country's "masterless samurai," the *ronin*. Now estimated to number about a quarter of a million, the *ronin* are a peculiarly Japanese phenomenon, academic achievers who prefer failure to success at less than the highest level. Unable to gain entry to the prestigious colleges of their choice, the *ronin* shun the many others they could enter, opting instead to spend an extra year—or as long as it takes—studying to make the grade for success.

The Sine Qua Non

Admission to college has become the *sine qua non* of modern Japanese life. Much of what happens before is preparation for it, most of what happens later is a result of it.

Being accepted by the right university can virtually assure success in government or business. Being turned down by the elite handful of universities that dominate Japanese society can derail a promising future and crush family dreams.

But Takehisa Kishimoto's struggle to enter such a university is also a symptom of what many call Japan's most vexing educational problem: the increasing reliance on examinations to track students through the system and, by extension, to structure society. It is a multi-dimensional problem, affecting not only equality of opportunity, but also how and what students learn, and whether or not the system will be able to adapt to meet new needs.

It is also a problem that reform-minded educators say will not yield easily to workable solutions.

Screening the Seniors

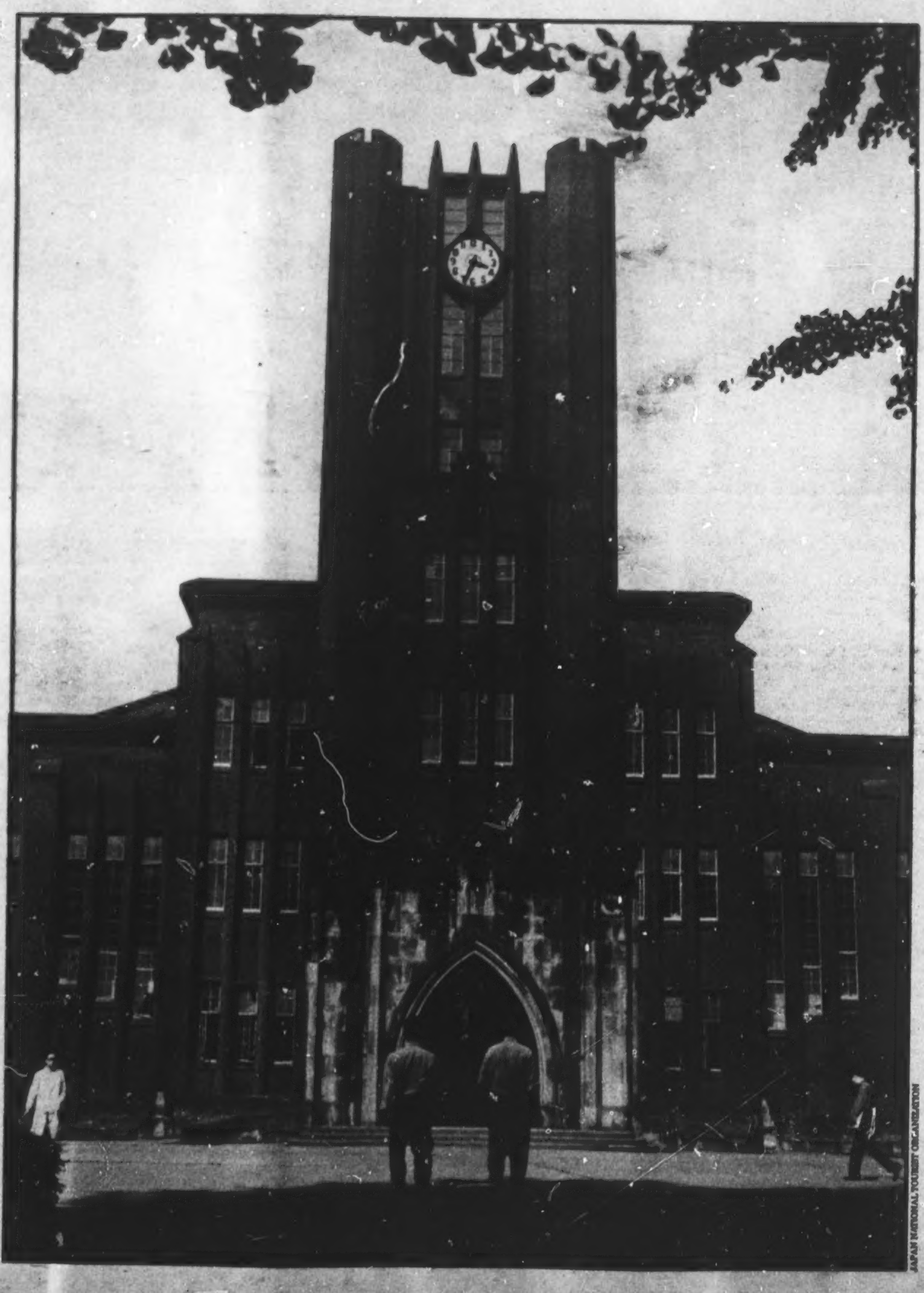
Despite recent attempts to give the more subtle indexes of talent and potential a greater weight in admissions, the selection process for colleges remains impersonal and tightly structured. Every January, high-school seniors take the national Joint Achievement Test simultaneously at various locations throughout the country. These results provide a first-stage screening of applicants for the public colleges and universities, among them the highly selective "national universities" considered the nation's best.

Students scoring high enough on this massive, five-part assessment of general knowledge then go to the second stage of selection: two full days devoted to the exhaustive tests prepared by the colleges they want to enter.

Before they have even gotten to the Joint Achievement Test, however, those intent on entering prestige colleges have usually had a steady diet of test competition, vying with one another for places in the "elite" private kindergartens, the commercial after-school cram schools (*juku and yobiko*), and the top-flight high schools that can sometimes mean the difference between success and failure on college entrance exams.

Now, both educators and the public at large are wondering what that kind of pressure is doing to their children.

Tokyo University



JAPAN NATIONAL TOURIST ORGANIZATION

Takehisa Kishimoto says he almost welcomed his *ronin* years as time to "recover" from a high-school experience he says left him "psychologically damaged."

"They expected me to be a study machine, not a human being," he complains. "There was pressure everywhere—at home and at school. I had nowhere to escape. Sometimes, I would just ride my bicycle all day and keep away from classes."

Expected to score high enough to enter Tokyo University, the surest staging area for social prominence, Takehisa found instead that he was not psychologically ready for examination day when it arrived. And in the following *ronin* year, he was still reeling from exam pressure. "I had no appetite for study," he says.

A bright and talented student with excellent high-school training, Takehisa failed in two attempts to pass the university's entrance examinations, (Competition is so keen for Tokyo's arduous, five-part test that the usual cut-off point for successful applicants is a score of 920 out of a possible 1,000.)

Trying to salvage something academically, Takehisa suffered a third disappointment. He enrolled in a not-so-prestigious, but very expensive, college in Osaka, only to find it less intellectually stimulating than high school.

Finally, he decided to drop out again and study for one last attempt at passing the entrance exam of an elite institution. This time, he picked Kyoto University, passed its test, and was accepted last year.

Etsuko: A Different Story

What made Takehisa's long struggle all the more painful, he says, was wondering whether his expensive and rigorous training at the private high-school in Kagoshima had been worth it. His older sister, Etsuko, had enjoyed herself in school—and gained admission to college—while attending Rakuhoku High School, which is situated across the street from her home.

Continued on Following Page

市川高等学校合格
できますように。

SHEPPARD RANBOM

Wooden prayer tablets at the entrance to a Shinto shrine in an Osaka suburb hold the supplications of high-school students seeking that extra bit of help for their university entrance exams.

Continued from Preceding Page

Rakuhoku is a rarity in Japanese education: a neighborhood high school. Most of the country's prefectures (governmental units like provinces) have high schools that are either formally or informally ranked according to academic quality, with the better students going to the better schools. But the Kyoto prefecture, because of a liberal political heritage that includes a long period of leadership by Japan's Communist Party and a strong local union movement, de-emphasizes competition. Students attend the high schools nearest their homes. *(See accompanying story on page 15.)*

At Rakuhoku, Etsuko attended classes with weak as well as academically able students. Her teachers put little stress on entrance-examination preparation. But although she says it took a lot of independent studying to get into college, Etsuko thinks she benefited in other ways from her high-school experience.

Many of her classmates were preparing to become clerks in Kyoto's commercial district, she says. "I made a lot of friends I would not have come in contact with if we had been separated by ability."

EQUALITY: THEORY VS. PRACTICE

That Etsuko's high-school experience differed from her brother's, however, illustrates the role social factors play in influencing the kind and level of education available to a Japanese child. Theoretically, the single-track system imposed by postwar reforms assured equality of educational opportunity in Japan. But in reality equality gives way at the secondary-school level.

Beyond compulsory schooling—which ends after the 9th grade—who a student is, where he lives, and how much his parents can afford to spend for private schools and tutoring often mean the difference in whether or not he reaches the freshman class of a top college.

Many Japanese would argue, for example, that living in Kyoto, with its reduced-stress neighborhood high schools, put Etsuko at a disadvantage in the entrance-examination race. A more rank-conscious system, where she was forced to compete daily with superior students, would better have served Etsuko's ambition, they would say.

Had she lived in one of Japan's remote rural areas, Etsuko's chances of going to college—any college—would have been even worse. Fewer than one in five the high-school students in these poor and isolated districts go to college. (There, Japanese educators point out, as in rural areas of the United States, traditions of family farming coupled with differing attitudes toward money and success isolate the populace to a great degree from the education pressures of urban Japan.)

Statistically, being female is also a disadvantage for a Japanese student, but Etsuko fortunately is unusually motivated. Unlike most Japanese women, she applied to a good four-year college and was accepted. Later, she studied abroad.

Even the education-conscious Kishimoto family followed the traditional pattern of putting its private-school money on Takehisa. College enrollment figures show clearly the educational bias toward sons: the elite universities are more than 90-percent male; the junior colleges are more than 90-percent female. *(Part three of this series will examine the role of women in Japanese education.)*

'EXAMINATION HELL'

The multi-layered stress that vying for college admission exerts on students and their families has slipped into the vernacular as *shiken jigoku*, "examination hell." But, ironically, going to college in Japan is not actually that difficult.

"There is enough space in Japanese colleges to accommodate all students," claims Kyoto University's education dean, Tetsuya Kobayashi. Almost 40 percent of the country's high-school graduates go on to higher education, he notes, and for most of them—the 76 percent who opt for private colleges—the entrance examinations are much less demanding, testing only two or three subject areas.

Others cite statistics that dispute Dean Kobayashi's contention. National surveys, for example, show that 80 percent of the country's high-school freshmen say they intend to go on to college. But only 58 percent actually apply. Of these, fewer than 40 percent actually enter.

In *Japan's High Schools*, Thomas P. Rohlen takes a careful look at 1980 college applications and calculates that, with the more than 200,000 *ronin* factored in, one out of every four students taking the examinations would not find a collegiate home. Among the high-school seniors aspiring to four-year colleges, he found that one in three would not succeed.

Although hundreds of new colleges and universities have opened in the last few decades, the fact remains that as education-

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Precautions

Kazoyuki Shindo, a vice president at Toyo Kohan, a major producer of tin plate, said that his alma mater, Waseda University, has had problems in the past several years because parents were bribing faculty members to obtain copies of the university's entrance examination before it was administered. Now, he said, Waseda and the public universities take extra precautions: The tests are printed in jails by prisoners who cannot give copies out, and they are kept locked up in a safe until the day of exams.

SHEPPARD RANSOM

The postsecondary life: With test pressure off, Tokyo University students have time for pinball.

Continued from Page 14

al opportunity has expanded, the rigors of "examination hell" have increased. In prewar Japan, there were only eight Imperial universities and a dozen private colleges and universities; today, there are more than 450 four-year colleges and an additional 520 junior colleges. But virtually none of the new institutions have joined the ranks of the most elite.

Thus, explains Noritake Kobayashi, former dean of the graduate business school at Keio University, the tremendous growth in opportunity has actually created "a kind of polarization between good and bad schools." Employers are now more, not less, likely to look to the established higher-education institutions to fill top entry-level jobs, he says.

'The Controlling Factor'

And entering at the top can often be crucial, according to Chie Nakane, author of *Japanese Society*. She explains that, because a rigid seniority system dominates much of Japanese industry, practically the only place the country's deep merit orientation comes into full play is in the hiring process. Thereafter, she says, the system works automatically.

In Ms. Nakane's view, the "principal controlling factor of social relations in Japan" is the "rigidity and stability produced by ranking." She asserts that "this ranking order, in effect, regulates Japanese life."

That is why, for those who have top-rank potential, entrance exams have become a nightmare. Says Dean Kobayashi: "For these students—and their parents—the psychological effect of the examinations is severe."

So severe, in fact, that Japan now leads the world in school-related suicides among those in the 15-to-19-year-old age group. The situation is such that the highly moral Japanese have begun to stretch or break the law to enhance their children's preparation for the tests. Some parents falsify addresses or send their children to live with relatives so they will have a shot at attending high schools with good records on examinations. And in the press, reports of other, more bizarre test-related phenomena are commonplace.

In one 1975 incident, readers of the newspaper *Shūkan Asahi* were moved to write dozens of letters responding to a news account of a father so anxious for his daughter's success on her university examination that he dressed as a woman and took the test himself. The man was a teacher and lost his job over the masquerade. But his plight struck a nerve.

A novelist called the gesture "a wonderful thing . . . a heart-warming story one cannot hear without tears." And a college professor, who said he thought he understood why the man had done it, had this to say:

"I often see these parents nervously pacing outside the examination rooms. If one or two of them decided to do this, it would hardly surprise me. I almost feel like saying 'well done.' "

Assessing the Psychological Toll

Has the meritocracy gone awry? Many in Japan think that is very nearly the case. They attribute their country's alarming increase in incidents of school violence—particularly assaults against teachers—to the psychological toll taken by "examination hell." They also wonder whether the hoped-for surge in student creativity can emerge from a rigidly hierarchical system that makes getting into an institution more important than the learning it offers.

Unfortunately, both history and their own cross-purposes tell the Japanese that the system is, at present, self-perpetuating.

Hidenori Fujita, a Nagoya University professor of educational sociology, says ranking by examination has been "a sorting mechanism for society" since the Meiji Restoration, that period midway through the last century when compulsory education was introduced and Japan began its rise as a modern industrial state.

Then, he says, even the order of class seating was set according to the standings on monthly examinations. Examinations for promotion and graduation were public affairs, with town officials and the citizenry on hand to see prizes awarded to distinguished students.

But the examinations also provided upward mobility in post-feudal Japan, Mr. Fujita notes, and thus motivated students to

Attitudes of 1980 Japanese and American High-School Seniors

Variable	Japan: All seniors	Japan: Males	Japan: Females	United States: All seniors	United States: Males	United States: Females
Self-esteem (agree):						
I'm a person of worth	30%	37%	19%	90%	90%	89%
I'm satisfied with myself	28	32	24	79	80	79
At times, I think I'm no good	59	49	71	46	41	51
I have the ability to complete college[1]	39	49	27	81	80	81
Locus of control (agree):						
Good luck is more important than hard work for success	25	29	21	11	13	9
What happens is my own doing	59	60	58	77	79	76
Plans hardly ever work out	74	70	78	23	20	25
Life values (seen as very important):						
Success in line of work	84	89	78	88	89	86
Marriage and happy family life	81	80	82	81	78	84
Lots of money	28	35	19	31	40	23
Strong friendships	92	91	94	81	81	82
Finding steady work	69	68	71	84	86	83
Being a community leader	8	13	2	10	12	7
Giving my children better opportunities	43	43	44	67	67	66
Living close to parents and relatives	13	14	10	14	13	15
Getting away from this area of country	27	30	23	14	15	14
Correcting social and economic inequalities	22	24	18	13	12	14
Having children	55	55	54	36	34	44
Having leisure time	67	72	61	70	72	69
Work choice values (seen as very important):						
Previous experience in the area	26	29	22	31	30	32
Good income to start	22	24	20	46	48	43
Job security and permanence	70	64	77	58	58	58
Important and interesting work	89	89	89	86	81	89
Freedom to make own decisions	55	61	47	62	47	53
Meeting and working with friendly people	72	69	76	66	58	73

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[1] The Japanese question uses "enter" instead of "complete" because the dropout rate from college is negligibly small in Japan.

Source: National Center for Education Statistics, 1983.

Japanese Junior High-School Children's Opinions on Preparation for Entrance Examinations

Opinion	Boys	Girls	Total
I consider it a rare occasion in life when one can test his/her possibilities by doing one's best	28%	28%	28%
I don't think it is desirable , but it is meaningful to carry it through	40	43	42
It cannot be helped, since competition is everywhere	21	16	18
It is an absurdity to spend time and energy on totally useless things	1	1	1
Those who want to study, study, and it is their own business	6	8	7
Other	0	0	0
I don't know	4	4	4

Notes:
A total of 2,448 students answered the poll, 1,215 of whom were boys and 1,233 of whom were girls. The poll asked junior high school children for their opinion on preparation for entrance examinations in general.

Source: "Public Opinion Survey on Children's Attitudes" (1982) by the Public Relations Office of the Prime Minister's Office.

work hard. The meritocratic element they introduced to Japanese society also whetted parents' aspirations, helping to spur the country's rapid climb to near-universal enrollment in compulsory education. Says the professor: "School was almost the only place where everybody could be equal."

PRINCIPLES HAVE 'DETERIORATED'

But since World War II, the competition for educational status has created a deepening gulf between the meritocratic and the egalitarian strains of Japanese education.

"The underlying ideas of education have lost their substance," concluded the Prime Minister's Conference on Culture and Education last March. Equality of opportunity has come to mean little more than providing "a uniform and equalized education," the panel said, while "the principle of fair competition and objective assessment . . . has deteriorated into mere techniques of measuring the amount of knowledge by uniform standards and yardsticks, and also into the prevalence of tests and entrance examination systems that avoid an appropriate assessment of children's individuality and diverse abilities."

The study group indicted Japan's whole educational establishment as "entirely biased to entrance examinations," producing a kind of school experience, it said, that stresses "cramming" more than discovery and learning.

TRIVIAL PURSUITS?

Many Japanese educators agree. The growing intensity of test competition, they say, is distorting the learning process. Nearly 15 years ago, an international team of examiners found that Japanese students often became "more interested in examination techniques than in real learning and maturation." That assessment is even more valid today.

As the Conference on Culture and Education noted in its report, parents, schools, and teachers have all been forced to abet the process. They emphasize the tests, even as they quibble with what the tests emphasize.

The material on most examinations "has nothing to do with what students need to know to live their lives," argues Makoto Kunishige, a recently retired junior-high-school principal from Kudamatsu. He questions the learning value of drills that merely promote the retention of arcane information. For example, he says, a high-school entrance test given last year to students in Hiroshima asked them to name a new port in Holland and cite factors influencing the weather in Italy.

At the university level, this esoteric questioning is compounded by escalating difficulty. There is, says one educator, a growing rivalry among colleges to produce the most difficult entrance exam as a way of ensuring quality students. The idea, says Thomas Rohlen, is that the brilliant and energetic students will find a way to master even the most confounding material.

Says Mr. Rohlen: "Japanese universities have never made a serious effort to judge a candidate's raw aptitude for learning. They want to know how much has actually been learned and how well information and theory can be applied to problem solving."

'SKY-HIGH' SKILLS REQUIRED

Nor do test makers give serious thought to what is actually being taught in high schools. Unlike such systematic American assessments as the Scholastic Aptitude Test, Japanese tests are often devised with little scientific or statistical groundwork. A National Center for University Entrance Examination solicits the help of educators in preparing the national screening exam, but entrance examinations for individual colleges and universities are put together by departmental faculty and can vary widely from institution to institution.

What universities most often come up with, says the Keio University business professor Noritake Kobayashi, are multiple-choice and fill-in-the blank questions that have raised the levels of skill and memory required for acceptance to "sky-high proportions, beyond any practical requirements of college and university education."

Rokurō Hikada, a professor at Kyoto Seika University and author of *The Price of Affluence: Dilemmas of Contemporary Japan*, says, in fact, that he doubts whether most university teachers or graduates would score well on the entrance test to their own university, if they had to take it again. "This alone indicates the absurdity of the present testing system," he claims.

"When a system approaches a point of perfection of its own," says Mr. Kobayashi, "it starts to deteriorate." And the testing system, he says, has reached that point. "Applicants are asked to sacrifice the development of their independent thinking and composition capabilities to meet the need for memorizing as many of the right answers as possible."

CURRICULUM WITH A 'SHADOW'

To meet the demands of the tests, says Riyoichi Matsumura, supervisor for geography instruction in Yamaguchi prefecture, schools actually have two curricula—a broad one issued by the Ministry of Education and aimed at developing the "whole" student, and a rigid "shadow" curriculum based on questions likely to appear on entrance examinations.

Teachers at academic high schools find themselves forced to teach the rigid curricu-

Continued on Following Page

Junior High-School Graduates

Year	New graduates	Undertaking further education[1]	Undertaking vocational training[2]	Entering employment
1955	1,663,184	857,032	*	633,576
1960	1,770,483	1,022,424	*	633,224
1965	2,359,558	1,667,00	*	548,675
1970	1,667,064	1,368,898	*	214,174
1975	1,580,495	1,453,165	*	63,212
1979	1,635,460	1,536,659	42,773	43,780
1980	1,723,025	1,623,759	42,877	44,400
1981	1,677,764	1,581,772	39,926	44,678
1982, total	1,556,578	1,468,233	35,054	43,120
1982, by sex:				
Male	797,870	743,775	21,348	27,416
Female	758,708	724,458	13,706	15,704
1982, by school type:				
National	11,762	11,606	74	20
Local	1,497,248	1,409,313	34,916	43,039
Private	47,568	47,314	54	61

[1] Number of entrants to upper secondary school (regular and short-term courses) and to technical colleges (not including those to correspondence courses).

[2] Number of entrants to special training schools, miscellaneous schools, and public institutions for vocational training, etc.

High-School Graduates

Year	New graduates[1]	Undertaking further education	Undertaking vocational training	Entering employment
1955	715,016	131,526	*	332,261
1960	933,738	160,386	*	566,618
1965	1,160,075	294,540	*	690,051
1970	1,402,962	340,217	*	802,817
1975	1,327,407	453,842	*	576,768
1979	1,363,539	442,022	269,255	573,104
1980	1,399,292	445,875	282,627	581,430
1981	1,424,273	447,416	302,205	594,911
1982, total	1,449,109	447,761	318,816	602,537
1982, by student characteristic:				
Male	722,591	209,147	181,608	285,230
Female	726,518	238,614	137,208	317,307
Full-time	1,421,696	446,148	316,579	581,375
Part-time	27,413	1,613	2,237	21,162
General	997,373	403,158	268,949	260,756
Vocational	451,736	44,603	49,867	341,781
1982, by school type:				
National	3,270	1,695	251	155
Local	1,042,553	309,628	240,573	438,742
Private	403,286	136,438	77,992	163,640

[1] Number of entrants to university (undergraduate and short-term courses), junior college (regular and short-term courses), upper secondary school (advanced courses), National Training Institute for Nursing Teachers and the National Training Institute for Engineering Teachers.

Source: Ministry of Science, Education, and Culture, Japan.

Kobe University's Entrance Test:*
A Sample Question

The philosophy that arose in ancient Greece had an enormous influence on subsequent human thought. The earliest form, (1)________ philosophy, arose in the (2)________ century in the (3)________ region. Liberating itself from the mythological approach to natural phenomena, this philosophy aimed to explain the fundamentals of nature in a rational manner. (4)________, who explained the origin of things to be water, and (5)________, who treated the basis of matter mathematically, were representative scholars of the age. Following the war with (6)________, democratic government was implemented with Athens as its focal point, and a school of teachers, the (7)________, arose to give instructions to citizens in the arts of public debate. This development began the division of philosophy into component fields. As can be seen in the famous phrase, "Humans have many ways of measuring things," of (8)________, the existence of absolute causality was denied by the assertion of subjective understanding. (9)________ offered counterarguments to this in his teaching. Known for his special questioning of students as a way of teaching them to understand the truth, he was misunderstood by his society and sentenced to death. One of his students (10)________, recorded his words and also bequeathed to the world a theory of idealism and a treatise on political utopia, and another student, (11)________, drew together and synthesized all of existing Greek philosophy, for which he is now regarded as the figure representative of Greek learning at its zenith. In the latter half of the (12)________ century, Hellenism arose, and, reflecting the decline of the democratic independent city-state, philosophy shifted from being primarily part of the education of a democratic citizenry to being part of the tendency to seek psychological solace and contentment. The (13)________ school, which explained matters in terms of pleasure and pain, and the (14)________ school, which sought to eliminate appetites, were characteristic of the age. Both subsequently spread to the aristocracy of ancient Rome, where Emperor (15)________, who wrote his confessions, and the philosopher (16)________ were representative figures.

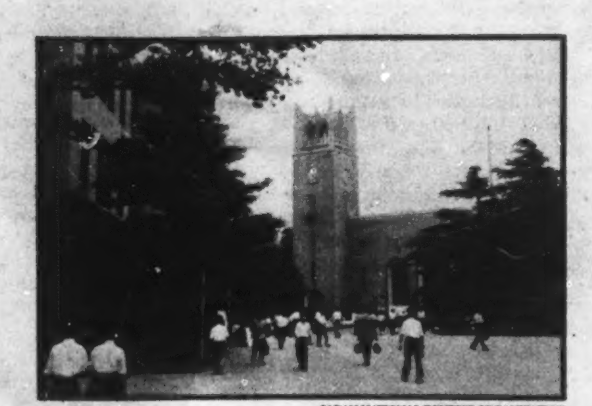
a. Academia
b. Aristides
c. Aristophanes
d. Antoninus Pius
e. Euripides
f. Cicero
g. Chrysippus
h. Constantine
i. Natural Law
j. Existentialism
k. Seneca
l. Sophists
m. Solon
n. Dorian
o. Pythagoras
p. Plato
q. Hesiod
r. Peloponnesus
s. Macedonia
t. Mycenae
u. Attica
v. Aristotle
w. Archimedes
x. Ionia
y. Epicurean
z. Xenophon
aa. Enlightenment
bb. Natural Philosophy
cc. Absolutism
dd. Stoic
ee. Socrates
ff. Thales
gg. Hadrian
hh. Phaedrus
ii. Protagoras
jj. Persia
kk. Polybius
ll. Marcus Aurelius
mm. Laconian

Answers: (1) i, (2) 6th B.C., (3) x, (4) ee, (5) o, (6) ii, (7) l, (8) hh, (9) ee, (10) p, (11) v, (12) 4th B.C., (13) y, (14) dd, (15) kk, (16) k.

* Question appeared on the test for entrance into the university in 1974.

Source: *Japan's High Schools*, by Thomas P. Rohlen

Says the former Minister of Education, Michio Nagai: "It is not an exaggeration to say that education designed to develop men who love learning and think for themselves has already been abandoned."



Japan's most elite private colleges and the first private institutions granted official accreditation as universities—Waseda University, right, and Keio University, below. Graduates of these schools are highly prized by recruiters from business and industry.

JAPAN NATIONAL TOURIST ORGANIZATION

Continued from Preceding Page

lum whether they want to or not, he says. If they don't, they fail their students. "If I taught in a more relaxed manner, my students would probably fail the exams," Mr. Matsumura says.

Father Gaiton Labadie, a Canadian priest who teaches English at private Rakusei High School in Kyoto, where 95 percent of the students go on to a prestigious national university, says that entrance exams influence much of the school's curriculum in the first two years and "100 percent" of it in the senior year. Like their counterparts at many top private schools, Rakusei teachers often cram the three-year required curriculum for high school into two years, giving their students the third year to spend entirely in preparation for the examinations.

The former Minister of Education, Michio Nagai, perhaps spoke for many disgruntled Japanese when he told *Time* magazine in 1983, "It is not an exaggeration to say that education designed to develop men who love learning and think for themselves has already been abandoned."

THE ADMISSION SWEEPSTAKES

Despite its disgruntlement, however, the public seems wholely unable to stem the examination tide. As the author Thomas Rohlen puts it: "Hardly a soul in the entire country will say anything publicly in its favor, yet private behavior feeds the competition."

Perusing Japanese newpapers and magazines during February and March will give a clear indication of how deeply ingrained in society the examination system has become. Major dailies report the number of applicants and the competition rates at the more prestigious universities, along with the number of successful applicants, by type of high school, prefecture, and year of graduation. The country's largest weekly news magazines give a two-month running commentary on the whole entrance sweepstakes, often culminating with up to 15 pages of statistical details and interviews probing what successful candidates did or did not do to pass.

Such attention is fanning the competitive flames in the educational system itself, according to Nagoya University's Mr. Fujita, pitting high schools and prefectures against one another in the race to place students in prestige colleges. It also means, he says, that Japanese education is developing in the direction of private supplemental education, not in its formal structure.

Meanwhile, the number of struggling *ronin* students like Takehisa Kishimoto continues to grow. Of the 413,000 students admitted to Japanese universities in 1981, only 277,000 were new senior-high graduates; the rest were *ronin*. Of those applying to Tokyo University, what one commentator calls "the Mount Olympus" of Japanese education, an average of 35 percent are taking the entrance examination for the second time; 10 percent succeed on their third attempt. And there even those who, like a celebrated 1975 freshman admitted in his 30's, have long since passed the decade mark in their try for admission.

FROM PYRAMID TO RECTANGLE?

The situation is no better at the prestigious private universities, like Keio and Waseda, where more than 50 percent of the 1980 freshman classes passed the entrance tests after at least one *ronin* year. The *ronin* year is so common now that educators talk of a de facto 6-3-3-1-4 education system, rather than the 6-3-3-4 structure adopted after World War II. That extra cramming year between the three high-school years and the four college years has become a necessary evil, if not an institution.

"We need to change the ranking system of colleges from a pyramid structure with Tokyo University at the top to a rectangle that guarantees relatively even quality for all colleges," says Nobuhisa Kawamura, a teacher whose private high school in Tokuyama enrolls mostly students who fail the entrance examinations for other high schools in the region. "Then," he adds, "we ought to devise a testing system that makes sense."

A Deal

Yoshiya Abe, a professor of resource development at the National Center for the Development of New Media in Education and a specialist in comparative religions, had a deal with his daughter. When the girl was in junior high school, they worked out an arrangement whereby whenever she finished first in her class on an exam, he would give her 10,000 yen (about $40). If she was second, he would award her 9,000 yen, if she was third, 8,000 yen, and so on. But there was a hook to the deal. If she was 11th, she had to pay him 1,000 yen; if she was 12th, she had to pay him 2,000 yen, and so on up the line.

The results, he said, were that "she earned a lot of pocket money" and that because she paid a lot of attention to her school work beginning at an early age, she "didn't have to worry about examination hell."

'NEW' MINDS FOR BUSINESS

Corporate leaders' new call for innovative employees may not be easily answered by a system designed to produce waves of what one city official calls "yes men."

The Mitsubishi Corporation is Japan's largest diversified trading company, so its manager for recruitment and development, Kazuaki Hikida, has little trouble finding qualified applicants for the 150 managerial-trainee positions he fills each year. More than 1,000 recent college graduates apply.

But like a growing number of Japanese businessmen, Mr. Hikida is less than satisfied with the graduates he interviews. "I see a lot of narrowly focused, standardized individuals," he says glumly. What is more, the new graduates seem to Mr. Hikida "exhausted already" by the test-laden climb through the academic hierarchy.

"We have to ask ourselves," he says, " 'Will this applicant have enough fuel to burn?' "

Until very recently, corporate leaders in Japan had nothing but praise for the nation's schools. They were grateful for the superbly skilled workforce that had powered their economic miracle. Now they are singing a slightly different tune.

Search for 'a Creative Mind'

Business has joined government in looking for "a new type of educated person," says Noritake Kobayashi, a Keio University business professor. Today's ideal job candidate, he says, is a person the schools have not been geared to produce. one whose strengths are "a creative mind and an independent way of thinking."

But instead of the creative independence they seek, business leaders are finding independence of a very different sort in today's graduates. Increasingly, corporate recruiters must ask themselves not only about burnout but also about stability. Their question is one seldom heard before in Japanese industry: Will new employees stay with the company, or will they become what Mr. Hikida calls "jumpy"?

With a secure and lucrative lifetime-employment system, Japan has not experienced the kind of corporate job-hopping common in America. Workers are paid and promoted on the basis of seniority within the organization. They receive handsome retirement benefits after long service with a corporation, and, until now, most of them have been happy to remain with the likes of Sony, or Honda, or Seiko throughout their careers.

Demise of the 'Mitsubishi Person'

But today's young employees have "different value systems," according to Mr. Hikida. They no longer want to go through the required transfers within the company, he says, or to become "a Mitsubishi person" like their predecessors.

"It's getting to be that success in competition and in the corporation is not equated with real success in life," he says. "Now students want more time for relaxation and the family."

Like Mr. Hikida, Hisashi Umehara, a Nissan Motor Company executive, is worried about the new workers' attitudes. He fears that the high level of teamwork Japanese corporations have depended on may be slipping away because the schools no longer provide enough of what he calls "social training." Such skills as communication and cooperation, he says, have been the victims of the excessive emphasis on testing.

Mr. Umehara believes teachers, obsessed with transferring test knowledge, slight the intangibles that build the group ethic. "From kindergarten through elementary and secondary school, students are always preparing for entrance examinations," he complains.

Signs of the Times

Contradictions, such as this search for creative mavericks in a country built by team players, are emblematic of modern Japan. It is a strong, rooted society with growing pains. Its people revere their heritage but enjoy the fruits of an ultra-modern lifestyle.

In today's Japan, poverty is minimal, racial and ethnic discord practically nonexistent, and unemployment—for the moment—almost nil. National surveys suggest that more than 90 percent of the people considers themselves "middle-class." The young are urbanized, upwardly mobile, and leisure-oriented. For those who can withstand the pressures of schooling well enough to graduate, there are twice as many jobs as competitors for them.

And yet, the Japanese are aware of the future's uncertainty. Their leaders tell them they are at "a major turning point." Their scholars and journalists give them these facts:

Japanese economic growth has begun to stabilize; young workers can look forward to fewer job openings as the decade wanes. To make matters worse, the country's population is aging so fast ("at a rate unprecedented among modern nations," one scholar says) that multiplying social and financial burdens await the coming generations. Today, there are 15 Japanese workers supporting every senior citizen. Thirty years from now, there will be only three workers for each retiree.

A corresponding age shift in the workforce will have grave implications for the nation's economic competitiveness. In a strict seniority-based employment system, where pay scales correlate with age, the payroll demands of such a steep rise in average worker-age will surely mean higher prices for Japanese goods.

Ingenuity and the Knowledge Economy

The only way for the Japanese to keep ahead, say their experts, is through brainpower. But not the brainpower that built their industrial prowess. The present Japanese worker is well-schooled and scientifically literate. But to build a knowledge-intensive economy that will lead the world in high technology, which is the goal of Japanese industry, a new superworker must emerge—one who possesses the creative in-

EIJI MIYAZAWA/BLACK STAR

Japanese industry values the "human skills" of teamwork and communication, and it rewards those who possess them by providing lifetime security and a working environment where rank and pay distinctions are minimized.

"America has a system that matches the graduate—already something of a specialist—with the opening. In Japan, corporations seek generalists whose acquired skills will be company property."

genuity to spark new product lines and production processes.

This will be an industrial reversal with tremendous consequences for the education system. As the scientist Masanori Moritani explains in *Japanese Technology: Getting the Best for Least*, there are "fewer epochal technologies coming out of America and Europe" for Japanese industry to refine and apply. The skilled workforce will not be enough to fill that void; innovative minds will have to create the substance of Japan's second-wave industrial surge.

Yet, statistics show that every year since 1975 Japan has increased, rather than decreased, the amount of technology it imports.

This is why so many businessmen, like Mitsubishi's Hikida, are supporting the government's education line. "Creativity" and "diversity" are the code words. What is actually sought is nothing less than a new approach to learning, one that minimizes the pressure to retain mountains of facts for entrance examinations and maximizes the opportunity to stand out in the academic crowd.

Corporations and Meritocracy

Ironically, however, the corporate world has helped to build and perpetuate the educational practices it now wants changed.

Isao Amagi, a special adviser to the minister of education, says the "priority-hiring" practices of both business and government have been a major factor in increasing the competition for slots at elite schools. Both private industry and the public sector use the examination system as a kind of screening device, he says. The most powerful companies and the most prestigious government agencies recruit almost entirely from the best colleges.

Employment statistics dramatically testify to this fact. Japan's first Imperial universities, established during the Meiji reign, were those at Tokyo and Kyoto. They remain the most prestigious institutions in the country, and to be a graduate virtually assures success, particularly in the case of Tokyo University. Half of Japan's postwar prime ministers have been Tokyo graduates, as are about one-fourth of the presidents of the top 100 corporations. And in a 1978 survey, more than 62 percent of the government officials at the level of section chief or above confirmed that they were Tokyo graduates, including 89 percent of the top Ministry of Finance officials and 60 percent of those in the Ministry of Education.

Mitsubishi's recruiting manager, Mr. Hikida, suggests that one way to ease the problem of "standardized" white-collar workers would be to hire students from a greater variety of colleges. Over the last decade, he says, Mitsubishi has opened up its application system, considering candidates from all Japanese colleges and hiring from as many as 30 different institutions.

Contradictory Messages

Though the recruitment pool has been wider, however, the results have been basically the same: Some 60 percent of the 150 managerial-level trainees still come from four elite universities, with Tokyo University leading the group.

With such well-entrenched management practices, corporations have had a hard time convincing the Japanese public of their sincerity in seeking diversity, independence, and creative flair. Two surveys of Japanese corporate attitudes released this past fall by Japan's Nippon Recruitment Center, a large employment-information agency, show that, despite what industry says it needs, its pool of potential young employees thinks it wants something vastly different.

One of the Nippon surveys queried more than 6,000 male and female college students; the other questioned officials at 888 corporations. Among the findings were these:

- Only 8 percent of the students thought that basic academic abilities were a major consideration in corporate hiring decisions, but almost half of the corporate executives said they were of prime importance.
- Almost one in three of the corporation officials said they put heavy emphasis on a student's expertise, but less than 10 percent of the students thought their expertise would win them a corporate job.
- Most of the students said that, in a job interview, they would stress sociability and cooperativeness more than any other traits.

Toshiyuki Watanabe, a city-council member in Kudamatsu, a small city on the inland sea near Hiroshima, voices the skepticism of many Japanese: "Corporations say they want a person who is an innovative, creative individual who can accomplish great things. On the other hand, they want students who are broadly trained. It's a contradiction. And the message that has been passed down is that corporations don't want innovative or talented people. They want 'yes men' who obey everything."

The Virtue of Adaptability

Mitsubishi's top recruiter casts the seeming contradictions in a more positive light. He says the way Japanese companies are run makes adaptability essential for both employer and employee.

"America has a system that matches the graduate—already something of a specialist—with the opening," he says. "In Japan, corporations seek generalists whose acquired skills will be company property. This assures great flexibility in the use of personnel.

"Japanese executives don't specialize; they regularly move from one corporate department to the next," he adds. "In the process, they become expert in the structure and internal workings of the company."

Mitsubishi tries to give its top-level employees three different work situations in their first 14 years, he says, varying either job responsibility or geographic location.

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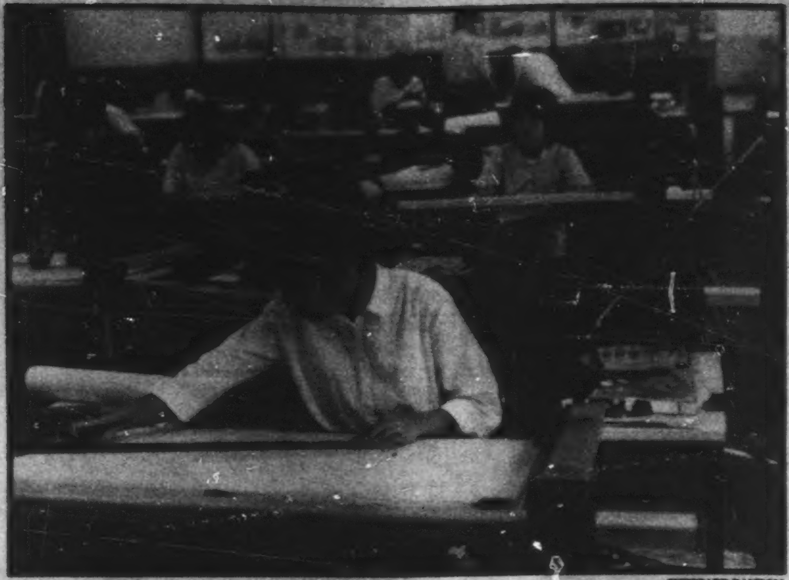

SHEPPARD RANBOM

EIJI MIYAZAWA/BLACK STAR

Vocational high schools are modernizing their programs to equip graduates with the skills needed to compete in a changing job market. At top, students from Tokyo Public Vocational High School design an apartment, from the interior layout to the style and placement of furniture; at left, a technically skilled graduate at work with the Honda Corporation; above and below, students in a high-school machine shop.

Continued from Preceding Page

"We need people who have basic capability and general talent. It is our responsibility to train them, whether they have studied business, law, economics, or engineering."

TRAINING FOR 'ACQUIRED SKILLS'

This preference for "acquired skills" extends all the way down the corporate ladder to include blue-collar workers. It has created a complex network of corporate training programs that both augments and, in some cases, alters the content of formal education.

Some 80 percent of Japanese companies have worker-training programs of some kind, and the larger the company, the more rich and diverse its training options. "Companies employing 5,000 people or more spend about five times more per person on education than small enterprises employing 100 people or fewer," says a researcher at Hiroshima University's Research Institute for Higher Education.

In a 1980 study conducted for the Japan Labor Institute, Haruo Shimada, a Keio University economics professor, found that in the previous decade 70 percent of all corporations had training programs for new employees with college degrees; two-thirds had programs for new workers with high-school diplomas; and 55 percent provided training for middle-school graduates new to the job. About one-fourth of the corporations also offered training programs to workers already on the payroll. (A study released last month by the Carnegie Foundation for the Advancement of Teaching indicated that 75 percent of American corporations conduct worker-training programs on both basic and advanced levels.)

The Nissan Motor Company spent more than $3.3 million to train its 18,000 white-collar workers last year and an additional $8.3 million to train 42,000 blue-collar workers. Like several other major Japanese corporations, Nissan operates its own private technical high school, giving accredited instruction to 100 students each year in four professional subject areas: machinery, electronics, sheet metal, and automobiles. (The International Business Machines Corporation, by comparison, spent upwards of $700 million last year on training of all kinds, according to the Carnegie report.)

Mr. Umehara of Nissan is proud of the fact that many of his company's best general foremen were once among the worst students at their public schools. They needed seasoning and direction, he says. They may have lacked the best academic abilities, but they had what Mr. Umehara calls "the human qualities." Nissan training developed these, he says.

IMPACT ON FORMAL SYSTEM

The darker side of this corporate educa-

SHEPPARD RANBOM

The darker side of this corporate education network is its impact on the development of the formal education system. Graduate education in particular has suffered.

tion network is its impact on the development of the formal education system. Graduate education in particular has suffered, because Japanese corporations prefer to conduct their own research and train their own researchers.

Toshio Toyoda, a professor at the Institute of Developing Economies, reports that only 1.3 percent of 22-year-olds attend graduate school in his country, well behind the proportion in other industrialized nations. By comparison, the figure is 16.3 percent in the United States and 13.2 percent in West Germany.

This in-house research-and-training orientation of Japanese companies has also left the schools complacent about providing up-to-the minute, technology-based training. Consequently, they have lagged behind other nations' schools in giving students hands-on experience with computers and other advanced teaching aids.

Despite widespread U.S. assumptions to the contrary, the Japanese are "a few years behind" American schools in putting microcomputers in the classroom and in training teachers to use computer-assisted instruction, according to researchers at the country's National Center for New Media in Education.

Even in vocational programs, this lack is felt. Haru-o Otah, the principal of Tokyo Public Industrial High School, says that most of the equipment in his machine and electronics classes is badly out of date and that his school has too few microcomputers to adequately teach students that technology. With recent government budget cuts and no incentive for corporate help, Mr. Otah expects more, not less, obsolescence in his classrooms.

GRADUATES INDUSTRY 'DOESN'T WANT'

But the future of students enrolled in public vocational or technical high schools is bleak with or without the classroom handicap. Already facing a shrinking blue-collar job market as the country shifts toward service and high-technology industries, they now must compete with graduates from a growing variety of technical-training institutions.

At the peak of the nation's economic growth in the 1960's, there were four vocational-high-school students for every six academic-high-school students. Today the ratio has dropped to three to seven.

"The diploma still has the same value," says Fuku-o Masuda, principal of Kudamatsu Technical High School, "but industry doesn't want to hire our graduates now." Vocational high schools are being "overwhelmed," he says, by growth in other types of education.

In technical training, vocational high schools now compete with the public-sector systems of junior colleges and five-year technical colleges, both postwar innovations, as well as vocational-training centers, higher industrial schools, and other corporate training programs. His graduates, says Mr. Masuda, are no longer recognized by businesses as being "special."

'ALL OUR WORKERS CAN READ'

Yet it is at this lower stratum of the workforce—and not at the rarified heights where creative minds are now sought—that the Japanese system of schooling has had its greatest economic impact. Assembly-line workers receive a public education that is, through high school, essentially the same as their counterparts in management. Unlike the American blue-collar worker, who can earn a diploma with no real grasp of math or science, the Japanese worker is conversant with highly technical matters.

As Thomas P. Rohlen notes in his book *Japan's High Schools*: "The great accomplishment of Japanese primary and secondary education lies not in its creation of a brilliant elite but in its generation of such a high *average* level of capability."

Kasoyuki Shindo, a vice president at Toyo Kohan, a major producer of tin plate, confirms this contention, insisting that many of the blue-collar workers at his factory could, with a little training, handle his top-level job. Japanese firms make fewer distinctions between employees than U. S. companies, he says. There is less difference between the ability, deportment, and even salary of managers and workers. "After all, anybody can stamp papers all day," Mr. Shindo says.

Like many other Japanese executives, Mr. Shindo would like to see more emphasis in the schools on foreign languages and international courses. He says that would be an economic plus in an exporting economy. He can also see Japan's overall need for research innovation. He knows the economy is changing. But for now, Mr. Shindo is extremely satisfied with his workforce.

So is Nissan's Mr. Umehara. When asked the main difference between Japanese and U. S. automobile manufacturers, he says simply, "All our workers can read."

Readers

Just for fun, I took a metro ride during the morning rush hour from Korakuen to the shopping and business district of downtown Tokyo. As I boarded the train, a phalanx of businessmen, students, and office workers charged forward in one bone-crunching surge, squeezing through the narrow gate of the subway door in the brief seconds that it remained open.

'At each stop, more people jammed through the door, and although we were squashed together, passengers read their books and newspapers. There was hardly enough room for their eyes to move, let alone their hands.

This is truly the most literate society in the world, I thought. What were they reading? Hideo Kobayashi's study of Mozart? Tips on getting into Todai? *Forming Learning Ability* by their leading educational researchers?

Peering over shoulders, I noticed that many of the men were reading either sports pages and cartoons or pulp pornography—a real eye-opener for 8:30 A.M.

Adult Learning Within Industry

Size of firm	Number of firms surveyed	Firms with education programs	Education program participants					Firms without education programs
			New employees	Hired in mid-career	Middle-employees	Foremen, supervisors	Management	
(employees)								
30-99	421	48.7%	41.6%	27.6%	36.6%	19.7%	22.8%	51.3%
100-299	399	74.9	66.2	44.1	53.9	39.3	42.4	25.1
300-499	220	87.7	81.8	50.5	65.0	53.6	54.5	12.3
500-999	264	91.3	87.5	62.5	74.2	59.1	67.0	8.7
1,000-4,999	394	96.7	95.7	71.1	84.3	74.1	78.9	3.3
More than 5,000	231	100.0	96.7	73.2	90.9	73.6	87.0	0.0
Total	1,929	80.4	75.5	52.7	64.9	50.6	55.7	19.6

Source: Ministry of Labor

Tokyo University Graduates Who Head Leading Firms

Top businesses listed in Tokyo Stock Exchange	Number of firms	Number of presidents	Percent
Designated speculative stocks	8	5	62.5%
Marine and mining industries	13	3	23.0
Construction, food	123	26	21.1
Textile, paper	59	13	22.0
Chemical, petrochemical	110	34	30.9
Rubber, porcelain	37	8	21.6
Steel, metals	75	23	30.7
Machinery	68	10	14.7
Electrical works	81	16	19.8
Transportation, precision machinery	59	14	23.7
Miscellaneous manufacturing industries	21	2	10.0
Commerce, financing	175	44	25.1
Real estate	11	2	18.2
Transportation, warehousing	51	12	23.5
Electricity, gas	14	5	35.7
Service	7	5	29.4
Total 922	222	24.1% (average)	

Source: "What Does A University Mean to the Japanese," *Business Community* 18, (Spring, 1978) 58.

Tokyo University Graduates in High Government Positions

Office	Percentage who are Tokyo University graduates
Ministry of Finance	88.6%
Ministry of Foreign Affairs	76.0
National Land Agency	73.5
Autonomy Agency	70.5
Ministry of Transportation	68.5
Ministry of Construction	67.5
Ministry of Agriculture and Forestry*	64.7
Ministry of International Trade and Industry	63.7
Ministry of Labor	61.7
Ministry of Justice	60.7
Economic Planning Agency	60.0
Ministry of Education	60.0
Defense Agency	57.9
Environment Agency	55.9
Ministry of Postal Services	50.8
Ministry of Health and Welfare	48.6
Prime Minister's Office	45.9
National Police Agency	44.9
Science and Technology Agency	44.9
Administrative Management Agency	40.5
National Government Average	62.3

* The figure for the Ministry of Agriculture and Forestry includes the Forestry Agency and Food Agency.

Source: "What Does A University Mean to the Japanese," *Business Community* 18 (Spring 1978), p. 58.

R4800-2

THIS WEEK'S FORUM: PAGE 33

NEW DIRECTIONS

A $700-million school-reform bill that was expected to generate heated debate has been unanimously approved by the Georgia Legislature; it raises teachers' salaries, mandates full-day kindergarten, and establishes a core curriculum.

See Page 5.

CHANGING PATTERNS

Although its highly organized and smooth-running education system has served Japan with extraordinary success, pressure for reform is mounting, traditions are being questioned, and signs of stress are showing. For the final installment of "Schooling in Japan":

See Page 15.

EDUCATION WEEK

American Education's Newspaper of Record

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Reagan Pledges Administration Focus on Choice

Calls for 'Basic Values,' Parent Role in Curricula

By Anne Bridgman

WASHINGTON—In his first address on education since he began his second term, President Reagan last week termed "choice"—the right of parents to "greater freedom to send their children to the schools they desire without interference by . . . government"—the first of five "guideposts" in education to which his Administration would give full attention.

To encourage parental choice, the President said, he intends to continue his effort to enact tuition tax-credit and voucher legislation affecting both public and private education.

"Tuition tax credits and education vouchers would foster greater diversity and, hence, higher standards throughout our system of education," the President said in an address at the annual conference here of the National Association of Independent Schools. "These proposals have the support of the American people. Make no mistake. Secretary Bennett and I intend to see them through to their enactment."

In addition to choice, Mr. Reagan said, federal and local efforts to improve schools should focus on teachers, curriculum, setting, and parents. "If we concentrate on these five guideposts," he said, "then I know American education will enjoy a great renaissance of excellence—and enble us to achieve new strength, freedom, and prosperity in the century to come."

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BARBARA HADLEY

President Reagan, speaking last week in Washington at the annual meeting of the National Association of Independent Schools.

Governors Affirm Education as Priority Despite Threat of Federal Budget Cuts

By J. R. Sirkin

WASHINGTON—Facing almost certain federal budget cuts that could force them to raise taxes or reduce services, governors interviewed here last week nonetheless reaffirmed their commitment to education reform.

"We're going forward, not backward," said Gov. Mark White of Texas.

"Whatever emerges in Washington, in our state we're going to go ahead," commented Pennsylvania's Gov. Richard Thornburgh.

The governors were gathered in Washington for the annual winter meeting of the National Governors' Association, a bipartisan group that represents their interests in the capital. A few days earlier, state legislative leaders had gathered here for their own winter meeting, sponsored by the National Conference of State Legislatures.

Both meetings were dominated by concern over the federal deficit and the Reagan Administration's proposed 1986 budget. State leaders in both parties made it clear that they think the Administration is trying to balance its budget at the states' expense.

"That's exactly what they're doing," Gov. Richard Celeste of Ohio, a Democrat, said.

Concern over the deficit was so great that the governors' association approved a reso-

Continued on Page 27

'Excellence' Panel Urges Rigorous Teacher Training

But Majority Dissents on Failure To Urge 5-Yr Plan

By Cindy Currence

DENVER—The report of the National Commission for Excellence in Teacher Education, released here last week, calls for longer and more intellectually rigorous training programs for prospective teachers.

But to the dissatisfaction of at least 10 of the commission's 17 members, the report stops short of advocating an additional year of post-baccalaureate pedagogical study.

The commission's unwillingness to urge such a change prompted a majority of the members to add a dissenting footnote to the report; some also aired their criticism here during the annual meeting of the American Association of Colleges for Teacher Education.

The 17-member excellence panel—which includes teacher educators, teacher-union officials and legislators—was established last March by AACTE to formulate strategies to improve the preparation of the nation's

Continued on Page 28

Hatch Regulations Misinterpreted, Bennett Asserts

By James Hertling

WASHINGTON—Secretary of Education William J. Bennett said last week that the controversial Hatch Amendment regulations are much narrower in scope than conservative groups' interpretations have claimed.

The 1978 amendment and the Education Department's 1984 regulations give parents the right to limit their children's involvement in some types of federally funded school programs—in particular, testing that elicits information about personal or religious values.

While Mr. Bennett has said he supports the regulations and increased parental oversight in schools, he said last Thursday that the disputed rules do not apply to teachers' guides and instructional materials in the regular curriculum, echoing the law's sponsor, Senator Orrin G. Hatch, Republican of Utah.

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Reconstituted Civil-Rights Commission Steams On New Course

By Tom Mirga

WASHINGTON—Last month, the Equal Employment Opportunity Commission, the federal agency charged with enforcing the nation's employment discrimination laws, announced that it will drastically reduce the number of lawsuits it files aimed at obtaining relief for entire classes of employees, such as blacks and women, and will instead focus more attention on complaints filed by individuals.

The major policy shift was announced less than a week after William Bradford Reynolds, head of the Justice Department's civil-rights division, told a group of lawyers in Florida that "it will not be long" before affirmative-action plans involving quotas and other race- and gender-conscious remedies become a thing of the past.

Mr. Reynolds' statement, in turn, was preceded by President Reagan's first meeting in late January with his top appointees to the U. S. Commission on Civil Rights, who reported to him that his Administration has "turned the corner on the civil-rights debate."

Chaves, Pendleton

"We believe that quotas are a dead issue," Clarence M. Pendleton Jr., the chairman of the panel, told reporters following the Jan. 29 meeting with the President. "We want to

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IN SUMMARY

Vouchers in Minnesota
Governor Perpich has sent lawmakers a version of his public-school voucher plan that disregards many of the recommendations made by a panel named to study the plan. **Story on Page 6.**

Wildcats in Mississippi
Teachers in 20 districts in Mississippi—which pays the lowest teachers' salaries in the nation—have gone on strike in defiance of a court order. **Story on Page 7.**

Higher-Order Thinking in Michigan
The Michigan state board has approved the development of a test designed to assess students' higher-order thinking skills, but state officials are unsure what skills should be tested. **Story on Page 8.**

'Sweep Search' in Detroit
A body-search of randomly selected students in a city high school has triggered a lawsuit that may test the standards for student searches set recently by the U. S. Supreme Court. **Story on Page 9.**

'Human Tragedy' in Chicago
Calling Chicago's dropout problem "a human tragedy of enormous dimensions," a new study has found that almost half of 1980's freshman class failed to graduate. **Story on Page 10.**

A Decision Not To Decide
The Supreme Court has refused to review a lower-court ruling allowing an Ohio district to dismiss a bisexual high-school counselor solely on the basis of her sexual preference. **Story on Page 11.**

Opposition to Job-Program Cuts
Congressional leaders have voiced strong opposition to an Administration proposal to eliminate the Job Corps and to slash the budget of the Job Training Partnership Act. **Story on Page 11.**

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THE WEEK

FEDERAL

Civil-Rights Groups Press Case for Grove City Bills

On the first anniversary of the Supreme Court's ruling in *Grove City College* v. *Bell*, which limited the scope of federal laws barring sex discrimination in education, a group of civil-rights organizations gathered to lobby for legislation that would nullify that decision.

The groups—including the National Organization for Women, the National Association for the Advancement of Colored People, and the Disability Rights Education and Defense Fund—last week urged passage of the bipartisan "civil rights restoration act of 1985." *(See Education Week, Feb 16, 1985.)*

Leslie R. Wolfe, chairman of the National Coalition for Women and Girls in Education, said that since the Court's ruling, at least 63 sex-discrimination cases filed with the Education Department have been closed, limited, or suspended. The majority of the cases, she said, were filed under Title IX of the Education Amendments of 1982, but some were brought under Section 504 of the Rehabilitation Act of 1973 and Title VI of the Civil Rights Act of 1964.

"Now the potential for federally funded discrimination is virtually limitless," Ms. Wolfe said.

Before the Court's ruling, institutions that received federal aid had to comply with federal anti-discrimination laws. However, in *Grove City*, the court ruled that only a specific program that receives federal aid, rather than the entire institution, must comply with such laws.

Congress Designates National Science Week for Students

Members of the House and Senate have sponsored a joint resolution to designate May 12-18 "National Science Week."

Scientific organizations, private industries, museums, and the media are planning an array of activities for the week to increase the public's awareness of the role of science and technology in American life. The New York Academy of Sciences, for example, plans to have 2,000 of its scientists nationwide lecture in schools and communities that week.

The Association of Science and Technology Centers is encouraging its 1,600 member museums to hold special exhibits, live science demonstrations, and other special events for students.

Corporate sponsorship for the week is being provided by the Du Pont Company, Eastman-Kodak, General Electric, and the International Business Machines Corporation.

More than 150 students, teachers, members of Congress, and representatives of the National Science Foundation gathered in Washington, D. C., Feb. 21 to celebrate the introduction of the joint resolution in the Congress. Senator Jake Garn, Republican of Utah, gave a videotaped message to the students.

A student with the Young Astronaut Program presented Senator Garn with a paper airplane to take with him on his upcoming flight on the space shuttle. Senator Garn will test the flight of the plane in the weightless environment of the shuttle as part of a "Toys in Space" experiment to be conducted by the astronauts to teach children how simple mechanical systems work without the tug of gravity.

Congress Questions N.S.F.'s Plan To Defer Spending

Several members of Congress have expressed displeasure over the National Science Foundation's plan to put off spending $31.5 million for science education until fiscal 1986.

During hearings on the N.S.F. budget held late last month by the House Subcommittee on Science, Research, and Technology, which is responsible for overseeing the agency's activities, committee members said they were unhappy with the agency's plan to delay spending the $31.5 million for the second year in a row, according to Grace Ostenso, a staff member for the committee.

Last year, the Congress allowed the agency to put off spending the funds because it was in the process of re-establishing its science-education program. But the Congress directed the agency not to carry over the money again.

Erich Bloch, director of the N.S.F., said at the hearings that despite the agency's "initial optimism" and "best efforts," the N.S.F. would not be able to spend all the money this year.

At least one member of the committee, Representative Timothy E. Wirth, Democrat of Colorado, said he thought Mr. Bloch's statement was "outrageous," given the need to increase training for precollegiate science teachers.

STATES

Wyoming Governor Signs Bill Permitting Alternative Schedules

Gov. Ed Herschler of Wyoming has signed into law a bill that permits school districts to develop alternative scheduling as long as they continue to meet state educational requirements.

The new law, which was approved by the state legislature last month, will permit local districts to offer such innovations as a longer school day and a four-day week, said Audrey M. Cotherman, deputy state superintendent of public instruction.

With this flexibility, districts can supplement four days of academics with one day of extracurricular activities at the elementary-school level or a day of work experience for high-school students, Ms. Cotherman said. Such scheduling should reduce classroom interruptions and improve the time students spend on academic subjects, she added.

Districts that would like to implement alternative scheduling are required to present their educational objectives to the state board of education, which must approve all proposals. The board will not approve any schedule that reduces the minimum number of hours students are currently required to be in school each year—875 for elementary students and 1050 for secondary students.

R. I. High Court Grants Authority To School Boards

A ruling by the Rhode Island Supreme Court has granted almost total control over local school spending to school committees—at the expense of city councils and voters at town meetings.

The ruling, in a case involving the Essex-West Greenwich Regional School District, requires municipalities to honor any contract entered into by a school committee. In Rhode Island, such contracts account for about 90 percent of local school spending.

The issue arose when the citizens of Exeter-West Greenwich voted at a regional financial meeting last year to cut $400,000 from the school budget, leaving the district with a $325,000 deficit.

J. Troy Earhart, the state's commissioner of elementary and secondary education, ruled that the towns had to come up with funds to avoid the deficit, and the courts concurred.

According to Forrest Avila, counsel to the commissioner, the court's decision "really clarifies the law," so that parties to contracts with school committees, including teacher's unions, "know where they stand."

Vermont Teachers Seek $113 Million At Capitol Rally

Vermont teachers and their supporters rallied at the Capitol in Montpelier recently in favor of a proposed $113-million increase in state

By Sheppard Ranbom

SHEPPARD RANBOM

Tokuyama high-school students show Nobuhisa Kawamura the traditional signs of respect—a bow before class and their quiet attention—that some younger teachers are finding all-too rare.

LITTLE POWER, MANY DEMANDS

Teachers have a union but little legal power to enforce better working conditions, and the union's appeal is slipping.

Even in America, the idea is not as simple as it sounds: Give the best teachers extra pay and recognition and the whole teaching profession will be invigorated.

In Japan, where a giant national teachers' union guards the professional turf, where teachers share equally in the public's respect, and where teaching salaries, though fixed by schedule, are comfortably above those of other public-service professionals, the idea of giving incentive pay was, to some, a bureaucratic blunder.

Now, seven years after its implementation, Japan's version of the American master-teacher concept appears to have backfired mightily, producing far more invective than incentive.

Even before the teaching masters got a single installment of their token 200-yen-a-day pay boost (less than $25 a month), most of them had pledged to give the money to their union.

And, instead of the hoped-for rejuvenation of the teaching corps, the Ministry of Education, Science, and Culture found it had created yet another battle line in its continuing war with the 650,000-member Japan Teachers' Union (J.T.U.).

The J.T.U. believes that the plan to reward so-called master teachers—in Japan they are called *shunin*—is merely part of continuing government efforts to weaken union influence and enlarge state control over education.

Already, union leaders say, the education ministry uses required trainee programs as "indoctrination sessions" to lobby against union membership, with local education officials enlisted to talk new teachers out of joining the J.T.U.

The *shunin* system, these union leaders say, is designed to switch the loyalties of the nation's best teachers from the classroom to a well-oiled school bureaucracy.

History of Mutual Distrust

Enmity between the union and the government stretches back to the first days of independence, after Occupation forces left the island in 1952. It was then that a conservative majority in the newly elected Diet, the national legislature, tried repeatedly to disband the J.T.U. because of what it charged were the union's left-wing political objectives.

Today, a mutual mistrust still dominates the relationship. But the constant friction it generates, says William K. Cummings, a sociologist who is the senior fellow at America's East-West Center in Hawaii, actually serves to "shape the national debate" on the direction and focus of schooling.

Despite a recent decline in membership, the J.T.U. remains a strong counter force to the monolithic planning and decision-making powers of the Ministry of Education. And almost daily, the Japanese press reports their skirmishes over educational priorities to a public eager for better schools.

The J.T.U. is currently attacking on several fronts. It opposes the Prime Minister's ad hoc reform committee because it says the panel lacks the broad-based membership a restructuring of the education system deserves. It also criticizes the national budget on the grounds that an increasing share has gone for defense, cutting domestic spending and delaying promised pay hikes and class-size reductions.

A 'Standard Rule' of Obedience

But the longstanding master-teacher feud goes to the heart of the union's grievances—its belief that the bureaucracy puts politics above learning.

Says Makoto Kunishige, a retired principal from Kudamatsu: "In Japanese schools, there is a standard rule. Obedience to higher authority is tied to promotion and keeps discipline in the ranks. Good teachers who are concerned with kids and don't care about staying in line do not become principals or *shunin*."

Mr. Kunishige says he became a principal only on the eve of his retirement, and then, only because "some high-ranking official owed a favor." On the other hand, he says, "average teachers who are good politicians are often promoted very quickly."

The Kudamatsu principal is not alone in criticizing the smooth-running political machinery that operates the nation's school system. Many educators say that, from the national ministry to the prefectural and city school boards to the schools themselves, there is a remarkable lack of dissent within the administrative ranks.

That is why, Mr. Kunishige and others argue, the checks and balances the union provides are so important to the system's evolution.

Union's Appeal Slipping

But they fear that, little by little, the effectiveness of the teachers' union is being chipped away. Its membership—still strong with roughly 65 percent of the 1 million-member elementary and secondary teaching force enrolled—has dropped by more than 50,000 since the mid-1970's. Now, its strength is basically in urban areas and its appeal to young, beginning teachers is slipping dramatically.

"In the old times," says Eiichi Yokoyama, the director of people's education programs of the J.T.U., "most younger people automatically joined. Now only half of the newly recruited teachers become union members."

At the same time, he notes, the older backbone of the union is retiring. In 1980, about one-fourth of the elementary-school teaching force, 16 percent of lower-secondary school teachers, and 12 percent of the upper-secondary school teachers had taught 30 years or more.

Persuasion, Not Strikes

The ministry's pressure tactics do not make recruitment any easier, Mr. Yokoyama says, but an equally tough obstacle is the "more conservative" bent of today's young people. They have what the union leader calls "diversified demands" that are difficult for the union to meet.

Indeed, the union's most effective tool in meeting any demands is persuasion. Public-service employees have lacked the legal power to strike since the postwar Occupation, and those who violate the ban often find costly economic sanctions awaiting them.

Shinji Yoshikiyo, a J.T.U. member who teaches in the conservative Yamaguchi prefecture, says that for one hour of strike time, his principal would cut his monthly pay check by about $8 for several months. If he were to go on strike for several days, his annual pay raise would be postponed for three months.

While the penalties may not sound drastic, Mr. Yokoyama says the cumulative long-term effect can be a reduction in teachers' lump-sum retirement and pension benefits.

In the 25-year period beginning in 1957, the union leader says, some 751,000 teachers have received some kind of sanction for union-related activities. In addition, 400 have been arrested (with 193 of those indicted), and 126 have been fired from their jobs.

The Paramount Issues

More distressing to the membership, however, has been the union's recent ineffectiveness in dealing with several issues of deep and immediate concern:

- **Teacher salaries.** When the economic boom of the 1960's began to draw prospective teachers to more lucrative positions with industry, the government for the first time began to see the need to buttress society's good will toward teachers with attractive pay. Salaries shot up, rising by more than 15 percent in 1973, then by a hefty 30 percent the following year, when Prime Minister Kakuei Tanaka made the decision to put teaching pay scales on a par with those in other professions.

Because of budget problems caused by Japan's huge national deficit, however, teacher wages were frozen in 1982, rose only slightly more than 1 percent the following year, and received another nominal boost last year.

With the budget crisis unresolved, and with the Diet paving the way this fall for further increases in defense spending with its vote to uncap a 30-year ceiling on military expenditures, teachers foresee a future of salaries that are steady-state at best.

- **Working conditions.** The comprehensive nature of Japanese schooling—including the broad, almost parental, role traditionally expected of teachers—has led to ever-widening demands on teachers' time.

Actual classroom instruction, which, according to Yasukazu Nakamichi, an official of the Osaka Teachers' Union, can be up to 30 hours a week for elementary-school teachers (the Ministry of Education says the figure is 23 hours), is augmented by such required tasks as coaching sports teams, supervising extracurricular activities, monitoring libraries, providing guidance and career counseling, visiting with parents, and performing some routine school maintenance work.

Add to that the regular teaching chores of course preparation, administrative meetings, attending school events, and keeping up with developments in the field, says Mr. Nakamichi, and working hours become brutal for some teachers. This would be acceptable, he says, were it not for the current freeze on salaries and government's unwillingness to deal with unmanageable increases in class size.

"Maximum class sizes in the United States and Europe are average class sizes in Japan," he says. "Either teachers should be allowed to work fewer hours or the schools should hire more teachers and cut class sizes."

Some teachers may also balk at the frequent required transfers imposed by the system. Teachers can expect to change schools every four or five years and, if they teach in elementary schools, to routinely switch grade levels from year to year.

But most teachers agree that such flexibility improves the quality of instruction, says the East-West Center's Mr. Cummings, making schools—especially elementary schools—"a seamless educational unit" with no problems of vested interest or protected turf.

'Seven Seals for a Day Off'

The system's long hours, static pay, and regimentation are a different matter, however, and young Japanese teachers are becoming more and more outspoken about the troublesome aspects of their calling.

Kinio Nishimura, an English teacher at the Kudamatsu Technical High School, says his "most difficult challenge" has nothing whatever to do with imparting knowledge; it comes, he says, from the constant requirement to submit to the system's well-established bureaucratic rituals. "You need to have seven official seals to get a day off," he complains.

Mr. Nishimura is in his early 30's and, like many of the profession's younger members, finds he resents the increasing stress that school duties put on his personal life.

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> "In Japanese schools, there is a standard rule," says one retired teacher. "Obedience to higher authority is tied to promotion and keeps discipline in the ranks."

Minimum Requirements for Teacher Certificates

School level/ Class of certificate	Levels of academic attainment	Minimum Credit Requirements[1] Total	General education	Teaching subjects[2]	Professional subjects[3]
Kindergarten:					
2nd class	2 years beyond upper secondary school	62	18	8	18
1st class	Bachelor's degree	124	36	16	28
Elementary school:					
2nd class	2 years beyond upper secondary school	62	18	8	22
1st class	Bachelor's degree	124	36	16	32
Lower secondary school:					
2nd class	2 years beyond upper secondary school	62	18	A20 B16	10
1st class	Bachelor's degree	124	36	A40 B32	14
Upper secondary school:					
2nd class	Bachelor's degree	124	36	A40 B32	14
1st class	Master's degree or one year beyond Bachelor's degree	154	36	A62 B52	14

[1] A lecture class of one hour a week, requiring two hours of student preparation, and of 15 week's duration, yields one credit. A seminar class of two hours a week, requiring one hour of student preparation, yields one credit.
Laboratory classes require three hours per week in laboratory for one credit.

[2] "Teaching subject" means the subject in which the prospective teacher specializes. The minimum number of credits for teaching subjects varies according to the subject areas which the prospective secondary treacher will teach. "A" requirement is for teachers of social studies, science, industrial arts, home economics, and vocational subjects, while "B" is for the other teachers.

[3] "Professional subjects" include the theory of pedagogy, pedagogical psychology, teaching methods, etc. Up to one half of the total minimum number of credits for professional subjects may, for the time being, be replaced with credits earned in teaching subjects, for lower secondary teachers of music and fine arts, as well as for upper secondary teachers of mathematics, science, music, fine arts and crafts, calligraphy, agriculture, industry, business, fishery, and mercantile marine.

Note: In order to hold a teacher certificate for special schools for the handicapped, it is necessary to acquire a specific number of credits in specialized subjects relating to special education (10 credits for the 2nd class certificate and 10 credits for the 1st class certificate), in addition to the 2nd or 1st teacher certificate for ordinary schools.

Source: National Ministry for Science, Education, and Culture

Distribution of Teachers By Level of Preparation, 1980

Level of Preparation	Elementary Teachers	Lower Secondary Teachers	Upper Secondary Teachers
Master's or Doctorate degree course	0.2%	0.8%	4.6%
Bachelor's degree	50.6	68.1	81.7
Completion of 2-year course beyond upper secondary education	37.1	28.7	12.1
Completion of upper secondary course	12.1	2.4	1.6

Source: National Institute for Educational Research

Average Teaching Hours* Per Week for Public-School Teachers, 1980

School level	Teaching hours
Elementary school	22.6
Lower secondary school	22.6
Upper secondary school	15.2

*Working hours for subject teaching only. In addition to subject teaching, school teachers usually devote their working time to such work as extra-curricular activities, school events, preparation of lessons, marking pupils' papers, etc.

Source: National Ministry of Science, Education, and Culture

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He is at school most days until after 6 P.M., he says, goes to the office during much of his summer vacation, and rarely finds the time to use his allotted leave.

Now, says the young high-school teacher, he tries to leave school early whenever his coaching and counseling allow, to spend more time with his own family. "School administrators cannot expect teachers to give their lives to schools when schools provide no reasonable salary increases," he says.

GENERATIONS OF SELF-SACRIFICE

Such attitudes among the profession's young are near-blasphemy to teachers like Goro Hattori. At 45, Mr. Hattori comes from another generation, one that believes schools impart not only knowledge but also a sense of "what the culture stands for."

There are two kinds of teachers, Mr. Hattori says, those who are worried about salaries, promotions, and workload, and those who "have dedicated their lives to bringing children to a better condition." Only the latter, he says, are worthy of the title *sensei*—a term for "teacher" implying the highest respect.

An elementary-school teacher in Yokohama, Mr. Hattori exemplifies the traditional spirit of self-sacrifice that has earned for Japanese teachers the society's admiration. He spends much of his free time and discretionary income collecting and creating video resource material for the moral-education classes he and his wife conduct in their respective schools.

Also, he drives himself to make every class the best it can be. In music classes, he says, he must strain his voice to reach the proper pitch for his children, but to do otherwise would be to fail them.

Mr. Hattori has no problem with the way schools are organized or run. He reserves his criticisms for teachers—like Mr. Nishimura—who he says have "lost a sense of what schools were established to do."

TARNISHED RESPECT

The public, too, is becoming more critical of the once-revered teaching profession. Teachers are more likely to be blamed than policies or institutions for such current social problems as the increasing rates of juvenile crime and school violence.

But such experts as the Nagoya University educational sociologist Hidenori Fujita say that the causes for declining respect are complex and multidimensional.

Schools have become "secularized" since the postwar reforms, says Mr. Fujita, giving both parents and teachers the freedom to express differing opinions and attitudes on a wide range of educational matters. He explains that before the war the education system was used to further the so-called "Emperor system," with its rigid lines of authority and its unquestioned social compacts.

The influx of the more questioning postwar generation into the teaching ranks, coupled with the changes brought about by economic growth and urbanization, has produced "a qualitative change in the linkages between school, family, and community," he says. And with that change the old moral authority of the teacher has been gradually undermined.

The vast extension of educational opportunity during the last decades has contributed to the undermining, the sociologist adds. "Until recently, school had been a single, monopolistic agent of cognitive training," he says, "and teachers had enjoyed a monopoly of knowledge, skills, and even moral authority."

Now, many parents have educational credentials equal to or greater than those of their children's teachers. This fact, along with the rise of the supplemental *juku* and *yobiko* cram schools, has demystified the public-school teacher's role in perpetuating the culture.

INADEQUATE TRAINING

Other educators place a large share of blame for the profession's current problems on teacher training.

Most Japanese educators agree that education schools, like their American counterparts, suffer in general from a lack of prestige within their universities. Perhaps as a result of this relatively poor academic standing, says the Hiroshima University education dean Yutaka Okihara, too many schools put their emphasis on theoretical research and neglect practical training.

In fact, teacher certification takes only a few weeks of actual classroom experience. Prospective high-school teachers usually either intern for three weeks at model schools attached to their universities or return to their own high schools for a similar period of practical training.

ON-THE-JOB TRAINING

The situation has led to a system in which teachers must learn on the job—often at the expense of classroom discipline and personal well-being.

"It was only this year, during my fourth year of teaching, that I really got the guidance I needed from a senior teacher," says Reiko Okido, an elementary-school teacher at a rural school in the Yamaguchi prefecture.

"When I started, I felt I should cover everything in the curriculum guide," she says. "I thought I was doing everything halfway. I was weak and at a loss. I didn't know what to do."

Ms. Okido's husband, a junior-high-school science teacher, says he had trouble disciplining his students in his first years but has gradually learned through experience.

"At the beginning, I always put pressure on those who did not obey," he says. "Nowadays, I sit back and watch more. I see why they misbehave, what is missing."

'TIME FOR PRACTICAL TRAINING'

Among the suggestions being offered for dealing with the teacher-training dilemma is a controversial recommendation that an entire internship year—spent with supervision from master teachers—be required before certification.

But though teachers'-union officials say they want a better training system—one that "prizes and allows time for practical training"—they call the one-year internship a "dangerous" proposal they cannot support.

The J.T.U.'s Mr. Yokayama explains that teachers are appointed by education boards on the basis of their test scores. And while he admits that the Japanese testing system has its faults, he says the tests provide "some kind of fair and democratic system of recruitment." With the proposed internship system, he says, "applicants could be ideologically controlled."

Determining who is hired and who is not will become a greater problem with time. Already, more teachers are trained each year than are needed to fill school vacancies. As the baby-boom population now entering secondary school leaves the system over the next few years, selectivity in teacher hiring will be even more acute.

STILL A HIGH CALLING

For despite the profession's problems, teaching is still considered a high calling in Japan. Hiroshi Kida, director of the National Institute for Educational Research, says that the vocation's status sustained it even during periods when pay was low. Now, he says, with the further inducements of good pay and security, "teaching continues to attract able students."

In fact, the lure of teaching is so great today among the Japanese young that more than half of those who try to enter the teaching ranks each year are turned away.

"There are more than 100,000 applicants for teaching positions each year," says the J.T.U.'s Mr. Yokayama. "Only 30,000 to 40,000 actually become teachers. The rest are just paper drivers wanting a license."

SHEPPARD RANSOM

Long Hours, Many Jobs: A teacher at Kyoto's Kaichi Elementary School provides her music class with piano accompaniment; above, the school's principal, Tetsuo Ogawi, shares a moment in the classroom.

Doublespeak

A careful bureaucrat, Mr. T. tells me that he sometimes writes articles for the education journals. But because the Tokyo-based organization he works for is funded by the government and works with teachers, he cannot write exactly what he wants. He must find a middle ground, he says, to please both the conservative education ministry and the liberal teachers' union. His arguments have to be extremely refined to be able to be of interest to these polarized groups.

How can you possibly write something to please both the education ministry and the union, I ask. It must be impossible.

"It's not easy," Mr. T. explains. "Even my secretary doesn't understand. When she copies one of the new articles for me and reads it, she returns to me and says, 'Mr. T., you have said nothing; this is entirely meaningless.' "

School girls learning etiquette in 1937: Though educational opportunity has expanded, incentive has not.

LIBRARY OF CONGRESS

'THE HIDDEN LAW'

Centuries of custom have perpetuated an unwritten social code that assigns women the roles of 'good wife and wise mother,' but economic and social forces have begun—slowly—to alter the pattern.

Twenty-seven-year-old Yukiko Kunishige is a bright, free-thinking woman who excelled in school until a high-school experience she describes as "closed and narrow" ended her desire for formal education. She skipped college, opting instead for what she calls "the reality of the world."

Today, Yukiko lives at home in Kudamatsu with her parents, a single working woman, happy with her job as a draftsman in a local construction firm and determined to continue learning on her own.

In the United States, Yukiko might be considered an ideal employee—eager, stable, committed, and young. But "the reality of the world" she will find in Japan's seniority-based lifetime employment system is far less simple.

The possibility that she will marry and have children makes her an employment risk to Japanese industry. And that risk factor, coupled with her lack of college-conferred status, determined almost before she was hired how far she could advance on the job.

Even if Yukiko remains single and work-oriented, her career is likely to follow the standard path for Japanese working women, one that will probably lead to dwindling pay increases, forced "early retirement" at 50 (or perhaps even 45), and fewer retirement benefits than her male contemporaries.

For 17-year-old Masami Maruyama, the future has looked equally compromised since her parents decided they could not afford to send her to college. The ambitious Kyoto high-school junior had set her sights on a four-year university, and she planned to work hard at school and study long hours at night to master the material for the entrance exams. But now she will have to lower her goals and rethink her life.

Masami's parents want her to take a full-time job when she finishes school. "If I had been a boy," says the disappointed teenager, "the situation would be different."

Not far away, in a quiet residential neighborhood near the Shimogamo shrine in northeast Kyoto, Etsuko Kumagai plays with her 1-year-old son Takehumi. A university graduate with postgraduate training at Paris's Sorbonne, Etsuko left an excellent job at the Bank of France in Osaka to have her child. Though she is happy being a full-time mother for now, she, too, wonders about her future. "I don't know what I'll do in a few years," she says.

Etsuko's banking job will not be waiting for her when she is ready to return to work. And because she is a young mother, finding a job of comparable status and pay will be close to impossible. "Corporations don't perceive that women with children can focus their attention completely on their work," says Etsuko.

THE 'HIDDEN LAW'

Technically, the equality of women is guaranteed by Japanese law. But in reality, a social agenda forged by custom and tradition exerts a far more powerful influence on the day-to-day lives of women like Yukiko, Masami, and Etsuko.

These social forces make tacit discrimination an accepted group norm. And Japan's industrial system—a system one

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JAPAN NATIONAL TOURIST ORGANIZATION

Counterpoint: Apprentice geisha on a Kyoto street offer stark contrast to the smiles and peace signs of young women at Kudamatsu Senior High School, where most classes are segregated by gender to "keep students' attention on their schoolwork."

SHEPPARD RANSOM

Bestsellers

The statistical handbooks say that more than 30,000 new books are published each year in Japan. That compares with 42,000 in the United States, which has twice the population.

Browsing in book stores, I get the impression that the majority of those new books are pornographic.

It is no surprise to me that the world's most prolific novelist, Sokun Kawakami, is Japanese. Mr. Kawakami has written more than 300 books. His favorite (and eternally bestselling) subject—the intimate relations between men and women.

A serious question: If pornography is so prevalent in Japan, why did Japanese officials ask me whether I had any pornography in my suitcase before they let me into the country?

A friend provides the answer: It's not the numbers, but the quality control that they're concerned about. American books and magazines "show everything," but in Japan, to conform to pornography statutes, people are hired to sit in warehouses all day covering explicit photos in publications with a special ink before they hit the news stands. Later, the buyer can remove the ink with nail-polish remover.

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scholarly work calls "paternalistic in spirit and motivation"—relies on that acceptability in pursuing such employment practices as differentiated pay scales for women, earlier retirement for women, and forced retirement after childbirth.

Education, too, though open and equal in spirit, may reinforce these gender-based conventions by bowing to the subtle influences of tradition, offering to female students only challenge enough to meet limited and preordained social roles.

"There is a hidden law in society that the man has to work and support his family and that women, for the most part, should take care of their children," explains Kazoyuki Shindo, the director of the Osaka division of the Toyo Sheet Metal Company. "That's why our unemployment rate is about 2 percent and our kids are generally well provided for at home."

Women who want to become professionals can and do, Mr. Shindo adds. "But parents, teachers, and public attitudes do not encourage further attainments in careers."

EQUAL CHANCE, UNEQUAL INCENTIVE

All that may be changing—slowly. The combination of increasing numbers of women in the workforce, proposed new employment laws in the Japanese Diet, and important discrimination suits in the courts, may signal a loosening of the nation's traditionally strict role stereotyping.

And though the change may not immediately affect the lives of Yukiko, Masami, and Estuko, observers predict that it will force long-term adjustments in an education system that, until now, has provided equal opportunity but unequal incentive to women.

Coeducation has been a fact of school life in Japan since the island introduced compulsory education more than a century ago. The democratic-minded restructuring of the system after World War II put even greater stress on equal access, guaranteeing a single-track educational experience through high school for men and women of all classes.

Within this egalitarian framework, however, cultural values and social traditions have colluded to perpetuate what many educators and women's rights activists agree is a de facto tracking mechanism that separates the education of the sexes by quality, if not quantity.

FOCUS IS ON BOYS

Through the nine years of compulsory education, the achievement levels for men and women are roughly comparable, most Japanese educators say. But as the competitive aspects of high school begin to take hold, preparing students for the social sorting that will occur by way of university-entrance examinations, the female students' interest in school often wanes and their academic parity begins to slip.

This could be a function of the unequal levels of parental support and encouragement given to sons and daughters, say some educators. Like Masami Maruyama, many female students find that their family's interest in school achievement is greater for male siblings.

A 1980 survey of 13,000 students in the education-conscious city of Osaka, for example, found that, in the 2nd grade, two-thirds of the boys received parental help with their homework, but less than half of the girls did.

This uneven parental involvement continued through schooling, the study showed, widening in junior and senior high school. By the second year of high school, almost three-quarters of the boys were getting some kind of extra study help from their parents, but only about one-third of the girls were.

Edward R. Beauchamp, professor of comparative education at the University of Hawaii, says that Japan's well-known "education mamas" tend to be "much more ardently involved in the quality of their son's education than in that of their daughters." It is a continuation, he says, of the tradition in which "sons become successors to the family name and property while daughters are married off into other families."

'GOOD WIVES, WISE MOTHERS'

A further educational disincentive for bright young women, some scholars say, is the unwritten social code that equates marriageability with lessened academic attainment.

"It is considered unseemly for a male to marry a woman who attended a 'better' university than he attended," notes Mr. Beauchamp. "Many girls, despite high ability levels, are likely to attend a women's college offering lower-quality education but known to cultivate 'good wives and wise mothers.'"

College enrollment figures lend graphic support to this contention:

- Japan's most elite colleges—the so-called "national" universities and the several prestigious private universities from which most of the country's business and government leaders graduate—are more than 90-percent male. (This is true even though women have a higher success rate on the rigorous entrance examinations.) The few women enrolled at these institutions tend to major in only two departments—literature and education.
- The overall enrollment of women in four-year universities is barely 20 percent—up from the dismal 8-percent rate of attendance two decades ago, but still less than half of the comparable enrollment at U. S. universities.
- Two out of every three Japanese women bound for college go to the acknowledged weak link in the higher-education system—the relatively new and academically limited junior colleges. Here, 90 percent of the enrollments are female.

Junior colleges have become "the women's track in higher education," says the

Principals and Vice Principals, 1982

Position	Total	National school	Local school	Private school	Number of women	Percentage of women
Principal:						
Elementary	23,659	—	23,557	92	504	2.1%
Lower Secondary	9,822	—	9,769	53	19	0.2
Upper Secondary	4,800	—	3,720	1,080	121	2.5
Vice Principal:						
Elementary	24,388	73	24,201	114	861	3.5
Lower Secondary	10,815	77	10,563	175	68	0.6
Upper Secondary	6,710	20	5,261	1,429	69	1.0

Source: National Ministry of Science, Education, and Culture women's-rights activist Kumiko Fujimura-Fanselow, now a part-time teacher at Columbia University's Teachers' College. About 80 percent of the women enrolled in junior colleges, she adds, are majoring in one of only three fields of study—literature, home economics, and education. Even at universities, she says, 60 percent of the women study these fields.

"Women are vastly underrepresented in such fields as science, engineering, law, economics, and political science," says Ms. Fujimura-Fanselow.

Few Role Models in Teaching

But even in the field of education, women are vastly underrepresented in the higher professional ranks, a fact that other scholars say contributes further to the poor university-attendance record of female students. There are few role models in the junior and senior high schools to encourage girls to try for the top-line institutions, these scholars note.

In contrast to American elementary and secondary education, where women have been the backbone of the teaching corps for more than a century, the Japanese teaching profession is dominated by men.

Today, only 18 percent of the teachers in Japanese high schools are women, a percentage that has remained remarkably stable over the last 30 years. Nearly half of America's high-school teachers are women.

Better progress has been made at Japan's junior-high-school level, where women constitute 32 percent of the teaching ranks today—up from 4 percent in 1955.

But only at the elementary-school level do women hold a majority of teaching posts—55 percent, compared with America's some 82 percent—and that majority was gained only in recent years.

Opportunities for women are even more scarce at the administrative level. Says Akio Nakajima, the former head of the Ministry of Education's high-school programs: "Five years ago, the Association of Women Principals had 444 members. Now there are 500. That's not very many when you consider that there are 25,000 elementary schools and 10,000 junior high schools."

The Circular Problem of Status

Female teachers are hampered, some say, by the fact that they enter the system without the professional status male teachers have usually acquired by attending well-known colleges.

Such status, the noted Japanese anthropologist Chie Nakane writes in her book *Japanese Society*, is the real key to the country's social classifications. That "Japanese women are nearly always ranked as inferiors," Ms. Nakane says, is "not because their sex is considered inferior, but because women seldom hold higher social status."

Thus, the circular process that keeps society's expectations for women at a low ebb may begin and perpetuate itself in school: Status is largely a function of education; custom reduces educational opportunities for women; women enter the workforce in low-status positions where social bias molds their experience; they pass on this bias to their children by favoring their sons' education.

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Education's 'Wave of the Future'

If Harumi Aoki's students love to call her "a former housewife," it is not from any lack of respect. It's because the noted poet, recently honored with Japan's prestigious "H Prize" for one of her collections, is teaching creative writing to a class full of Osaka housewives.

Her classroom is in the Asahi Culture Center, one of thousands of adult-education centers springing up in communities across Japan. The centers are not only a cultural oasis for home-bound women but also a source of pleasure and stimulation for the country's growing population of retirees.

Located in the building housing Osaka's *Asahi News*, the Asahi Culture Center, which is partially funded by the newspaper, offers some 300 adult-education classes each quarter. Its students can learn everything from flower arranging and the traditional art of *kotto* (Japanese harp) to tax law and foreign languages.

"Housewives get bored," says Ms. Aoki. "They begin looking for something to do besides raising kids and talking to the neighbors about grocery specials."

The Wave of the Future

The center's classes are a manifestation of what government officials predict will be the wave of the future in Japanese education. As the proportion of the population 60 years of age or older expands to one in five by the year 2000, these officials say, developing new opportunities for lifelong learning will become an increasing educational priority. It is already a prominent item on the education-reform agenda of many groups.

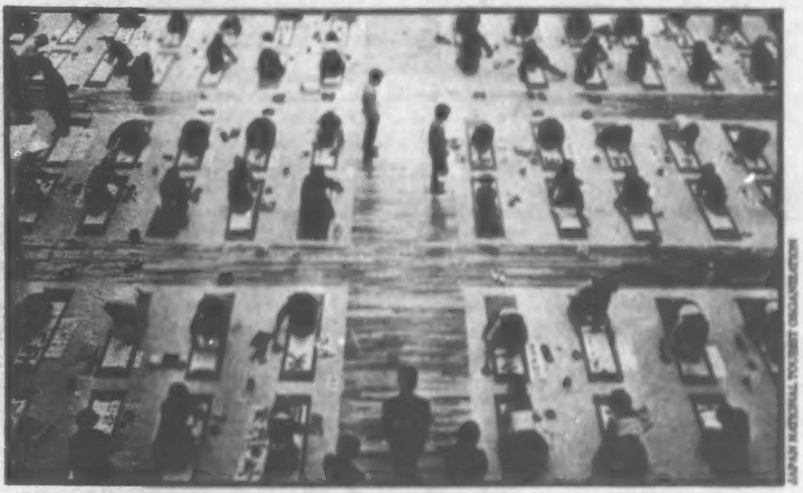
But in addition to meeting the needs of older adults, education leaders say that adult-education should also provide younger adults with a means of upgrading skills and resuming formal schooling later in life. The present education system, they say, is inflexible. For those 10 percent of students who fail to graduate from high school, and for the more than 60 percent of high-school graduates who do not go on to college, there is presently no second chance—no way to catch up with their peers at a later date.

How To Gear for Adult Learners

The business community, through advanced training courses and continuing education, fills some of the nation's adult-learning needs. But the public has begun to ask for a wider range of sources, including perhaps an expansion of what one scholar calls "specialized colleges."

Masakazu Yano, an associate professor at the Hiroshima University Research Institute for Higher Education, says that this increasing social demand for adult learning will necessitate a revision in the traditional university system, which is "centered around young people."

"The adult may have various objectives for study," writes the Kyoto University education dean Tetsuya Kobayashi in the journal *Comparative Education*, "vocational preparation, recurrent education, compensatory learning, general and cultural education, leisure activity."



Adult learners pack a school gymnasium to test their calligraphy skills in a contest.

JAPAN NATIONAL TOURIST ORGANIZATION

Some of these can be met by traditional colleges and universities, says the dean, but others might best be met at the specialized colleges, which he says are "flexible in their curriculum, flexible in recruiting their teachers, and accessible to almost everyone."

One obstacle to the specialized college, he adds, is cost. Most are private schools and their tuition charges might deter those among the most likely target groups.

Top political leaders, including Prime Minister Yasuhiro Nakasone, have urged public colleges to develop more and better adult-education programs and to open up their campuses to part-time and non-degree students.

More Rhetoric Than Substance

But Mr. Yano charges that despite government rhetoric and proposal making, the public sector has seen little progress on the adult-learning front. "Adult students in university programs remain few in number," he says, "and adult learning as a concept has had little impact on the over-all university educational system."

In 1981, says Mr. Yano, only about 4,000 adult students (less than 1 percent of the total university enrollment) took courses at Japanese universities. Some 90 percent of these, he adds, were enrolled in evening courses.

The Ministry of Education counters with the fact that it has launched several experimental programs in the field—correspondence courses, university extension programs, and a new University of the Air. But to Mr. Yano, "the impact of adult learning on higher education as a whole remains small."

In fact, the number of correspondence-program graduates declined by 10 percent between 1970 and 1981, even though enrollments increased from 77,000 to 90,000 during the same period.

And in 1981—the latest year for which figures are available—only 245 of Japan's 451 universities offered public extension-program lectures. The lectures available drew some 150,000 people to the campuses that year.

The newly established University of the Air is one of the Ministry's most ambitious adult-education initiatives. This spring, it will begin enrolling students from several communities, who will watch lectures broadcast from the university's Chiba-city studios. The students will be issued course textbooks for home study and will meet periodically with designated tutors at schools in their local communities. The local schools will also administer examinations.

Initial enrollment for the University of the Air will be 7,000 students, most of them from prefectures near Tokyo. Ultimately, enrollment will be drawn from communities throughout Japan.

Other post-school learning is available via the airwaves. The national public-television network, N.H.K., offers not only a wide range of cultural programming but a correspondence-school program as well. In recent years, it has provided courses for high-school credit to more than 6,000 students.

(The network also broadcasts directly to schools, and in 1983 transmitted 45 radio programs and 122 television programs each week, to be integrated into the schools' regular instructional activities. Some 24,000 primary schools, 18,000 nursery schools, 11,000 kindergartens, 6,000 junior high schools, and 3,000 high schools made use of the classroom telecourses, according to network statistics.)

Iwao Amagi, the director of the University of the Air project and formerly the vice-minister of education, says that such alternative programs will help to meet the "strong demand for flexibility and diversity in university education." They will offer adults "something quite different from the traditional form of university learning," he says.

And their creation, Mr. Amagi adds, signals not only that the country's education establishment is trying to adapt the "objective and content of education" to meet national needs, but also that it intends to alter "the process and the forms" of learning.

Continued from Preceding Page

But women's-rights activists like Ms. Fujimura-Fanselow argue that the underrepresentation of women in prestigious colleges and universities also grows out of the nation's two-tiered employment system. Corporations provide different opportunities for men and women, they say, even if they have the same educational background.

Women have "different expectations of the rewards that come from pursuing higher education," says Ms. Fujimura-Fanselow, and that naturally lowers their educational aspirations.

Japan's Ministry of Education says virtually the same thing. Women do not advance to the highest levels of learning, ministry officials argue, because job opportunities are limited by discrimination, not because of any discrimination within the education system.

Kazuaki Hikida, the Mitsubishi Corporation's manager for recruitment and development, admits that women are hired "for a different tier" in the larger corporations. They are also routinely denied the "comprehensive and sophisticated training" that would enable them to advance through the ranks, he says, because of a general belief that women are less committed to work—that they will reject company transfers, leave at 5 P.M., and quit after childbirth.

OFF THE MANAGEMENT TRACK

In fact, few women ever enter the management track in Japanese industry. A recent study by the Prime Minister's Office found, for example, that, although the proportion of women managers increased by some 450 percent between 1960 and 1980, the total number is still minuscule. Only two women out of every 10,000 Japanese people were management-level workers in 1960; by 1980, there were 11 women managers per 10,000 people.

At the 450,000-worker Japan National Railway, one of the nation's largest employers, only four of the 4,000 managers are women. Even so, one official there says the company has "no immediate interest" in increasing that percentage.

Helping to "legitimize" this separate labor tier for women, says Ms. Fujimura-Fanselow, are several discriminatory labor statutes, such as one prohibiting women from working past midnight. And, she adds, equal-rights legislation currently being debated by the national Diet, such as a new law requiring employers to "make an effort" to eliminate discrimination in recruitment and hiring, contains enforcement language that is weak at best.

AND YET THEY WORK

Still, more than 22 million Japanese women—almost half of the female population over the age of 15—work. Together, they make up almost 39 percent of the nation's labor force. And, according to the authors of *Working Women in Japan*, a book published as part of the Cornell University series of International Industrial and Labor Relations Reports, they have begun to fight discrimination.

"The increasing number of cases brought by working women to the courts is an index of women's growing self-consciousness and of their determination to achieve the equality that Japan's constitution and statutory law state is theirs," write Alice H. Cook, a Cornell University professor of industrial and labor relations, and Hiroko Hayashi, a Kumamoto University professor of law.

But changes may not come swiftly, say the authors, because "the Japanese employment system probably exploits women more extensively than is the case in any other industrialized country."

Changes that may be in the offing, however, will compound the school- and child-care-related problems already beginning to surface because of increases in the number of working mothers and one-parent families.

DAY CARE FOR THE 'GUILTY'

Some 2 million Japanese children already are enrolled in the nation's approximately 22,000 day-care facilities—a figure that equals the estimated number of centers in this country. Mothers who are able to place their children in the publicly sponsored programs pay the bargain rate of about $40 a month.

Precautions are also being taken to forestall the development of a Japanese version of America's "latchkey" problem. Most communities have instituted after-school programs in schools or community centers to supervise the children of working parents. In Osaka, for example, 35 percent of the elementary schools have special annexes to house such after-school programs.

According to Mitsuko Okamoto, who supervises an after-school program at Osaka's Suita Daini Elementary School, only students whose mothers work can attend, at a monthly charge of $10.

But Ms. Okamoto notes that the parental pressure for school achievement that is so prevalent in Osaka prevents many students from attending her relaxed, play-oriented program. Their parents send them to *juku*, instead.

And despite the child-care support system, says Emiko Kaya, a Tokyo high-school English teacher who is a mother with two elementary-school-age sons, for many women the old traditions that govern family responsibilities die hard. "Women are made to feel guilty if they work," she says, "even if their babies are well cared for."

DIVORCE AND WORK LINKED

Working women are also made—however obliquely—to feel guilty about domestic trends that alarm the Japanese public.

The country, for example, has a rising divorce rate, which, though still less than one-fifth that of the United States, has nearly doubled since 1961, swelling the public day-care system and contributing to increased school violence. No less a source than the nation's Economic Planning Agency says this about its causes: "The tendency to pursue a higher level of education and increasing employment of women are contributing factors behind a more permissive attitude toward divorce."

Yet a recent public-opinion survey conducted by the Prime Minister's Office reveals how moralistically the average Japanese woman views her responsibilities in marriage.

When asked if divorce is a viable route for a woman to take if she is unable to find satisfaction with her spouse, only about one of every four Japanese women said yes. By contrast, more than two-thirds of the American women said yes, along with 79 percent of the British respondents and 80 percent of the West German women.

Clearly, such rigid and deeply ingrained perceptions of the rights and responsibilities of women will give way only gradually. After all, fewer than 30 years have elapsed since more than half of all Japanese women could look forward to "arranged marriages." Even today, 26 percent of all marriages are arranged.

What is lacking, say Ms. Cook and Mr. Hayashi, is a "propulsive force" that will mobilize women around the few who protest and will push forward the government initiatives to protect women. For now, they say of those few: "The amazing thing is that they keep at it."

> That "Japanese women are nearly always ranked as inferiors," the anthropologist Chie Nakane says, is "not because their sex is considered inferior, but because women seldom hold higher social status."

Mama's Hospitality

Whenever I visit Kyoto, I usually stay near the T. family, because Mr. T.—a police detective, private-school owner, interpreter, boarding-house keeper, fortune teller, masseur, musician, etc.—is the best guide to Japanese culture I know and because his wife, "Mama," is a gracious hostess.

Whenever I drop by—no matter what the hour—Mama serves me something to eat or drink and tries to make me comfortable until the *sensei* (the term for a revered teacher) is free from his various business chores.

Mama does not like to leave the house and the school and boarding house compound. She leaves only for a short time every day to do the shopping at the supermarket a few blocks away.

To my way of thinking, she is a glorified servant to her husband, but she gets great pleasure from being invaluable to him and their children. She does everything—calling the *sensei's* students to cancel or reschedule classes; collecting student fees and rent for the boarding house; correcting homework and tests; cooking and cleaning the house, the school, and the boarding house; and serving as the *sensei*'s telephone answering service.

When something goes wrong in the house—as when I accidently broke one of Mr. T.'s heirlooms—a valuable lacquered bowl that Mama left out of the cupboard—she is scolded severely by the *sensei*.

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A traditional wedding ceremony.

Several years ago, the *sensei* told me a story about how he met his wife:

He ran an interpreting agency in Tokyo and traveled back and forth from Tokyo to Kyoto. One day, he was drinking with a friend, an older man, who got the *sensei* drunk and asked him if he would agree to marry his daughter. The *sensei* agreed and, true to his word, married the girl the next day in spite of a bad hangover.

But there was business to attend to and the *sensei* left for Tokyo immediately, not returning to his home in Kyoto for several months. When he came back, his wife greeted him at the door but did not recognize her husband.

"I'm sorry but I can't talk to you because my husband is away on business," she said when he came to the door. "You'll have to come back when he returns home. . ."

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RESISTANCE
President Reagan's chief civil-rights officer warns the Congress that legislation to nullify the Supreme Court's *Grove City* decision will "stretch the tentacles of the federal government into every crevice of public and private-sector activity."

See Page 10.

REACTION
In some areas, a backlash is beginning to develop against policies that tie participation in extra-curricular activities to academic achievement.

See Page 5.

REMEMBRANCE
A look back at the turbulent, divisive, sometimes violent Boston desegregation case as it draws to a close after 12 years.

See Page 12.

EDUCATION WEEK

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Increasing Reliance on Testing Spurs Congressional Review

By Sheppard Ranbom

Washington—Bipartisan interest in the uses of standardized tests in education has led the Congress to launch its own study of their validity and applications.

The ambitious $200,000 study, launched in January by the Office of Technology Assessment (O.T.A.), one of four investigative arms of the Congress, is intended to serve as a guide for federal policymakers to determine what steps the government might take to sponsor, monitor, or enhance the use of tests in education.

The study comes at a time when state officials, responding to pressure to improve student performance, are expanding mandated testing programs for promotion and graduation as well as for evaluation. And it reflects a variety of Congressional concerns—from the question of how testing affects minority students to that of whether tests intrude inappropriately into the personal values of students.

"There is growing interest in the Congress in linking federal funding assistance to student performance and other numerical indicators," wrote Senator Orrin G. Hatch, Republican of Utah and chairman of the Labor and Human Resources Committee, in a letter to O.T.A.'s director, John H. Gibbons.

At the same time, another research arm of the Congress, the Congressional Budget Office, has been reviewing indicators of academic achievement in the United States at the request of Senator Robert T. Stafford, Republican of Vermont and chairman of the Senate education subcommittee. The C.B.O.'s report is to be released sometime this spring.

The year-long O.T.A. study received initial support from Senators Hatch and Edward M. Kennedy of Massachusetts, the ranking Democrat on the Labor and Human Resources Committee, after it was brought to their attention by the O.T.A.'s project director, Richard Thoreson. Mr. Thoreson told the lawmakers his agency wanted to do more work in assessing educational technology and thought Congressional interest warranted a study of testing. In his statement of support to Mr. Gibbons last summer, Senator Hatch—the author of a controversial law to limit the psychological testing of students—said he was concerned about the potential invasion of

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Gardner

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MIMI LEVINE

Groups Boycott Rights Panel's Hearings To Protest 'Repugnant' Public Remarks

By Tom Mirga

Washington—The chairman of a House committee and several prominent civil-rights groups boycotted a U. S. Commission on Civil Rights hearing on affirmative action last week, saying that recent controversial statements by the panel's chairman and vice chairman had rendered the event "farcical and meaningless."

"You don't deserve my response to any question, my recognition, or my respect," Representative Parren J. Mitchell, Democrat of Maryland, said to Clarence M. Pendleton Jr., the commission's chairman, before walking out of the March 6 hearing.

Representative Mitchell, who heads the House Small Business Committee and whose family has long been associated with the civil-rights movement, called Mr. Pendleton "a lackey" of the Reagan Administration during an impromptu press conference following his walkout.

Chairman Unperturbed

Mr. Pendleton appeared unperturbed by the boycott, telling reporters, "I am prepared to stand by my record." In a speech delivered a day before the hearing, he called leaders of many civil-rights groups "the new racists," adding that preferential

Continued on Page 11

E.D. Aides Resign, Clearing Way For Bennett's Team

First Staff Moves Target Key Research Functions

By James Hertling

Washington—Secretary of Education William J. Bennett, moving to reform the Education Department's research agencies, last week obtained the resignations of the department's two top research officials, according to department sources.

Mr. Bennett has also sought to establish within his own office a "think-tank," which would be headed by Terry H. Eastland, until recently a special assistant to former Attorney General William French Smith.

As part of the first major personnel shake-up since Mr. Bennett came to the department, sources said last week, General Counsel Maureen Corcoran will step down, to be replaced by Sherrie M. Cooksey, who now works in the White House as an associate counsel to the President. Another associate counsel to the President, Wendell L. Willkie 2nd, recently became Mr. Bennett's chief of staff.

Gary L. Bauer, the deputy under

Continued on Page 11

'Centralized Plans' Said No Panacea

Independent Schools Fear Reforms Threaten Their Autonomy

By Blake Rodman

Washington—In the face of a school-reform movement that has prompted explicit new state directives concerning instructional matters, leaders of independent schools fear they could lose their independence.

Panelists at the annual conference of the National Association of Independent Schools, held here this month, reported a tendency on the part of state lawmakers to "lump" nonpublic and public schools together in school-reform legislation, promoting a uniformity that may be undesirable.

"Independent schools should be able to determine their own curriculum," Stephen Hinrichs, executive director of the New York State Association of Independent Schools, said in an interview last week. "It is important to maintain educational diversity in the state. Different kids need different schools."

Speaking at a session on the changing relationships between state governments and independent schools, Thomas Read, president of the Independent Schools Association of the Central States, listed several reasons for state lawmakers' increasing focus on education: Highly publicized reports have detailed the shortcomings of public schools, and the growth of home education and fundamentalist schools has presented states with regulatory problems.

"The potential for spillover of intrusive

Continued on Page 14

Reagan Panel Warns High Dropout Rate Threatens Business

By James Hertling

Washington—A Presidential panel has warned that the high rate of high-school dropouts, particularly among minority groups, poses a major threat to American society and industry.

The President's Commission on Industrial Competitiveness—composed of business executives, labor leaders, and educators—warned: "The nation must act decisively to reduce the dropout rate dramatically . . . or part of an entire generation could be lost to the productive process and to society."

The commission's report was released last month, shortly after a national study by the Carnegie Foundation for the Advancement of Teaching that cited the high cost to business of educating employees who lack basic skills. *(See Education Week, Jan. 30, 1985.)* But the commission's findings on

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IN SUMMARY

Beginning of a Backlash?
In the past year, a growing number of states and school districts have moved to limit students' participation in extracurricular activities, but the reform has provoked vigorous dissents. **Story on Page 5.**

Mounting Tension
At week's end, Mississippi's wildcat strike in defiance of a court order had spread to more than 50 school districts, idling some 9,000 teachers and 168,000 pupils. **Story on Page 8.**

Increasing Aid
Like so many of their counterparts this year, the governors of Florida and North Carolina have pledged to continue pressing for school reform and to increase education budgets. **Story on Page 8.**

Offering Aid
As the Administration pushes for major cuts in student grants and loans, the Army launches an advertising campaign using the promise of increased college aid to attract recruits. **Story on Page 9.**

Stretching the 'Tentacles'
The Administration's William Bradford Reynolds calls proposed legislation to nullify the U. S. Supreme Court's *Grove City* decision "one of the most far-reaching" bills in memory. **Story on Page 10.**

Criticizing the Court
The U. S. Justice Department said a federal court exceeded its remedial powers by ordering three school districts in Little Rock to merge in a desegregation case. **Story on Page 10.**

A Matter of Choice
Secretary of Education William J. Bennett tells the Congress that tuition tax credits are needed to end the "virtual monopoly" of public schools. **Story on Page 10.**

The End of an Era
After 12 years of turbulence and dissension, the lawsuit over desegregation of Boston's public schools appears to be drawing to a close. **Story on Page 12.**

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THE WEEK

FEDERAL

Secretary Moves To Put Pinch On Loan Defaulters

To reduce the number of regulations involving colleges and universities and to get more people to repay their overdue National Direct Student Loans, Secretary of Education William J. Bennett has proposed changes in regulations governing the program.

Proposed rules appearing in the Feb. 26 *Federal Register* would require institutions to follow existing guidelines on collection and also to use "any additional collection measures" normally used for securing repayment of other amounts owed the institution, such as parking fees, book bills, and overdue tuition accounts.

The proposals would require institutions to withhold transcripts and deny loan defaulters further student or alumni benefits.

Among other changes, the proposals call for reducing the number of notices sent a borrower during grace periods, streamlining billing procedures, and eliminating the requirement that an institution telephone or personally contact a borrower to determine why payment has not been made.

The rules also would require institutions to refer information regarding defaulted accounts to at least one credit bureau and encourage colleges to file claims against loan defaulters in small-claims court.

NATIONAL

Consulting Group To Study Youth Jobs Programs

A Philadelphia consulting firm has received more than $1 million in grants to conduct two studies examining the effectiveness of various youth-employment programs.

Public-Private Ventures, a nonprofit corporation that designs, manages, and analyzes programs to help disadvantaged youths enter the job market, will undertake both studies in an effort to address the problems created by the high rate of youth unemployment, said Natalie Jaffe, a spokesman for the firm.

As of January, 18.9 percent of teen-agers between the ages of 16 and 19 were unemployed, according to the U. S. Bureau of Labor Statistics. Unemployment rates for inner-city teen-agers run as high as 40 percent.

One of the studies, funded by a $550,000 grant from the Ford Foundation, will examine the effectiveness of state and local youth conservation corps. The programs, which operate in about 30 states and localities, enroll youths 18 years old and older to work on projects that benefit their communities.

The second of the studies, funded at $510,000 by a consortium of foundations, including the Exxon Education Foundation and the Rockefeller Foundation, will focus on school-business partnerships that provide entry-level jobs for students after they graduate.

The firm plans to publish its findings in a series of papers in 1985 and 1986, she said.

Union's Analysis Cites Proposed Cuts For States, Localities

The Reagan Administration's proposed fiscal 1986 budget would cut federal aid to state and local governments by 14.1 percent, or $13.8 billion, from the spending levels needed to maintain current levels of services, according to an analysis released last week by the American Federation of State, County, and Municipal Employees, which represents about 1.4 million public-sector employees.

According to the analysis, prepared by a Washington-based firm called Fiscal Planning Services, 75 percent of domestic social-services spending cuts would come out of money earmarked for state and local governments.

State politicians have claimed in recent months that the federal government is trying to balance its budget on the backs of states, many of which are operating with budget surpluses. *(See Education Week, March 6, 1985.)*

The AFSCME analysis criticizes sharp cuts in postsecondary-student aid, child-nutrition programs, general-revenue sharing, library construction, and juvenile-justice programs.

Carnegie Foundation Awards Grants to U.S. Schools Abroad

The Carnegie Foundation for the Advancement of Teaching has awarded high-school-improvement grants to six American high schools abroad in a new program designed to involve those schools in the reform movement.

The $3,000 grants—given to schools that have demonstrated the potential to advance curriculum, teaching and learning, technology, community support, and other aspects of their programs—were awarded last week at the annual meeting of the Association for the Advancement of International Education, which administers the program.

American schools in Brazil, Columbia, Germany, Greece, Japan, and Kenya received awards, according to Ernest L. Boyer, president of the foundation. More than 26,000 U. S. students attend American schools abroad. Thirty-four schools had applied to receive the grants.

The Carnegie Foundation, with support from the Atlantic Richfield Foundation, last year gave awards to 200 high schools in the United States for taking steps to improve their programs. In April, grants of $25,000 or more will be awarded to 25 to 30 high schools for school-improvement activities.

STATES

Teachers' Union Attacks New York Tax-Credit Plan

A New York State teachers' union has denounced a proposal that would permit state taxpayers to deduct educational expenses at public and private schools from their taxable income.

Thomas Hobart, president of the New York State United Teachers, an affiliate of the American Federation of Teachers, issued a statement calling the plan "a shameless scheme to put public tax money into the hands of the wealthy and deal a crippling blow to New York's public-school system."

Under the tax plan, proposed by Senator John J. Marchi, a Republican and chairman of the finance committee, parents could claim a $20 standard deduction for each child in school, or itemize deductions for such educational expenses as tuition, textbooks, supplies, and transportation up to $650 for students in grades K-8 and up to $1,000 for students in grades 9-12.

The plan, which Mr. Marchi estimated would cost the state $45 million a year in lost revenue, is intended to aid parochial and other nonpublic schools in the state, said Jerry McLaughlin, a spokesman for Mr. Marchi.

According to Mr. Hobart, private education is, and should remain, an alternative system. "It should not be supported by public tax dollars, any more than the person who chooses a private country club over a municipal golf course should be subsidized by the state," he said.

Similar bills were under consideration in at least 17 states a year ago, following the U.S. Supreme Court's 1983 decision, in *Mueller* v. *Allen*, upholding a tuition-tax-deduction law in Minnesota. *(See Education Week, March 7, 1984.)*

Prichard Committee Urges Changes In School Curricula

A 70-member citizens' panel that has been in the forefront of a grassroots school-reform movement in Kentucky has released a number of its recommendations for improving the state's public schools.

The proposals were developed following 145 forums that the committee held around the state last fall.

The recommendations urge the state to require that high-school students earn their diplomas on the basis of demonstrated competencies. Schools, the group says, should use a series of measures—including tests, essays, teacher recommendations, presentations, and portfolios—to determine whether their students have mastered high-school-level work. It also recommends that all students be required to perform community service.

The proposals call for requiring prospective teachers to have an extra year of training to give them more practical experience. The state should develop an incentive-pay plan and extended contracts, and allow greater opportunity for teachers to plan courses, the report says.

The panel also urges that there be stiffer certification and evaluation requirements for administrators and that school-board candidates undergo optional orientation programs.

The segment of the report dealing with higher education, vocational education, school finance, and the condition of children will be released late this month.

The committee's work will continue after the final report is released.

"We have a long-range agenda," according to Robert F. Sexton, executive director of the group, who said that the committee will be around until school reform in Kentucky is complete.

The committee has raised more than $300,000 in private contributions during the past two years and has continued its work in spite of a major setback—the death last December of its chairman, Edward F. Prichard Jr., a Lexington lawyer.

RESEARCH AND REPORTS

Researcher Finds Today's Students 'Radically' Changed

Basing her analysis on a variety of statistics from government and private sources, an education researcher concludes in a new monograph that "there have been radical changes—very often unrecognized—in the American school population today, measured against the data of 15 years ago."

"Today we deal with a new kind of child," writes Emily Feistritzer, director of the National Center for Education Information, a private publishing organization, "from a different background, with a different set of values, hopes, and dreams." To be effective, she argues in "Cheating Our Children: Why We Need School Reform," changes proposed for the schools must take these changes into account.

Among her findings:

- The population under 5 grew at three times the national rate between 1980 and 1983.
- One in five children live below the poverty level.
- One in five children live with one parent, and half of these are poor.
- The number of female heads of household has doubled since 1970 and tripled since 1960; one-third of such women live below the poverty level.
- Income is directly related to educational level; among students, achievement levels and family-income levels are directly correlated.

Copies of the report, which includes tabular material, are available for $14.95 from the N.C.E.I., Suite 707, 1901 Pennsylvania Ave., N. W., Washington, D.C. 20006.

Excellence Requires Adequate Research, Report Suggests

Schools will move "beyond risk to obsolescence" if the education profession fails to receive adequate support for research, according to a recent report by the National Academy of Education in Pittsburgh.

"We are urged toward excellence but observe that, despite inspiring instances of professional excellence, the education profession is seriously undernourished by modern advances in knowledge," said Robert Glaser, president of the academy and director of the University of Pittsburgh's Learning Research and Development Center, in releasing the report.

The report, "Improving Education: Perspectives on Educational Research," contains essays from several prominent educators, including James S. Coleman, the University of Chicago sociologist, Harold Howe 2nd, former U. S. commissioner of education, and Lee Shulman, a professor at Stanford University.

The essays focus on the place of research in policymaking and outline areas in which research on learning and schooling are making significant advances that could be critical to the long-term prospects for educational reform.

The academy's report is in response to recent national reports on education, such as the National Commission on Excellence in Education's "A Nation at Risk," Mr. Glaser said.

Copies of the report are available from the National Academy of Education, L.R.D.C. Building, University of Pittsburgh, Pittsburgh, Pa. 15260.

DISTRICTS

Mississippi Student Returns to Class With One Earring

A student who was suspended for wearing an earring in school has been allowed to return to classes with the earring and with the three-day suspension removed from his record.

Bill McCord, assistant superintendent for student services for the DeSoto (Miss.) County Board of Education, said lawyers for the student and the school board reached an agreement last week.

Mr. McCord said the school's dress code allows the principal to suspend a student for wearing anything that can be construed as "disruptive dress." He said that after the meeting, it was determined that the earring was not disruptive.

The 11th grader, Aubry Jacobson, had been suspended from the Southaven High School on Feb. 11 for wearing the earring. When he attempted to return to class the next day, the principal, J. R. Baird, signed an affidavit to have him arrested for trespassing. The trespassing charges were also dropped, Mr. McCord said.

Chicago Board Bans Indoor Track Following Accident

A Chicago high-school student remained in serious condition last week after receiving internal injuries while running in the hallways during an indoor track meet at Tilden High School.

The injured student, Dwayne Hicks of Lindblom High School, slipped and fell into a concrete platform supporting a row of lockers while running the anchor leg of the 800-meter relay during a dual meet, according to school officials.

Following the incident, the Chicago Board of Education temporarily canceled all indoor track meets and all practices that involve running in the corridors, where indoor track meets have been held for generations, according to Orpen W. Bryan, deputy school superintendent for field management.

The board has appointed a special committee to review the safety of indoor track. A final report is due within three weeks, Mr. Bryan said.

Court Rejects Claim That Assigned Book Infringed on Rights

A federal appeals court has rejected the argument of a Spokane, Wash., woman who claimed a book her daughter was assigned to read in a high-school English class infringed on her religious rights.

The woman, Carolyn Grove, argued that *The Learning Tree*—a novel about a teen-age black boy by Gordon Parks—should be removed from the Mead School District curriculum because it violated the religion clauses of the First Amendment, said Jordan W. Lorence, one of the lawyers who helped prepare Ms. Groves's case.

"The book presents the Christian faith as a bunch of baloney; it violates religious neutrality," Mr. Lorence said. "If the Bible should be removed from schools because it promotes religion, then this book should be removed because it disparages religion."

The U. S. Court of Appeals for the Ninth Circuit upheld the lower court's ruling, which found no merit to her argument, Mr. Lorence said.

The principal lawyer on the case, Michael P. Farris, general counsel for Concerned Women for America in Washington, D. C., intends to appeal the decision to the U. S. Supreme Court, Mr. Lorence added.

Correction

The 50-state reform-initiatives survey in the Feb. 6 issue of *Education Week* incorrectly reported that a bill to establish a career-ladder plan in Iowa was vetoed by the governor in 1984. The governor vetoed a bill that would have changed jurisdiction over teacher certification in the state.

UPDATE

The New York State Board of Regents last month banned the use of corporal punishment in public schools, despite advice from state-education-department lawyers that the regents do not have the authority to do so. *(See Education Week, Jan. 9, 1985.)*

Prior to the regents' action, the use of corporal punishment was up to individual school districts. About one-third of New York's districts and boards of cooperative educational services currently prohibit the use of corporal punishment, according to state officials.

"No teacher, administrator, officer, employee, or agent of a school district in this state, or a board of cooperative educational services in this state, shall use corporal punishment against a pupil," the new regulation states.

The regulation also states that it will be legal for school employees to use "reasonable" force to protect themselves, students, and school property.

Robert D. Stone, counsel to the New York Education Department, had advised the regents prior to the adoption of the new regulation that since corporal punishment is permissible under state law, only the legislature can outlaw the practice.

◆

The Idaho Senate has shelved a bill that would amend the state's **compulsory-education law** to allow parents to educate their children at home if they make "a good faith effort" to instruct them in reading, writing, mathematics, history, and civics.

The proposal had passed in the House by a wide margin earlier in February. *(See Education Week, Feb. 20, 1985.)*

The Senate education committee voted to hold the bill and late last month drafted a resolution calling for a study of the home-schooling controversy.

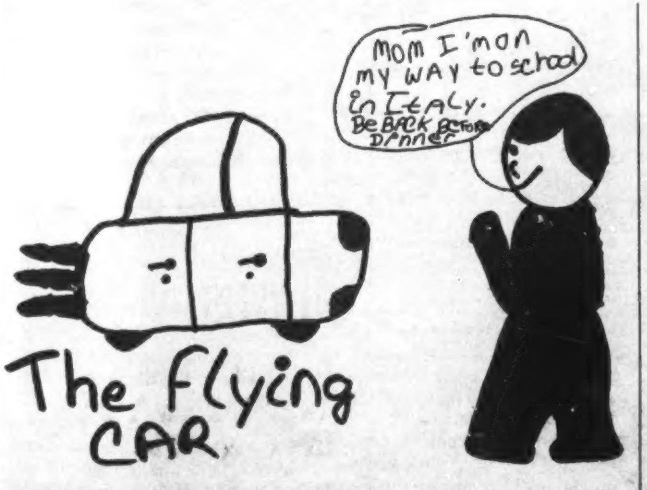
◆

The National Science Foundation has published guidelines for grant proposals in science education that reiterate the agency's shift in focus under Bassam Z. Shakhashiri, the new assistant director for science and engineering education. *(See Education Week, Feb. 13, 1985.)*

The guidelines, published in the Feb. 22 *Federal Register*, announce the agency's intent to focus "espe-

Continued on Following Page

A Future Where All the Children Are Above Average


MOM I'm on my WAY to school in ItALy. Be BACK Before Dinner
The flying CAR

Sixth-grade students in Minneapolis and St. Paul have seen the future—and it looks pretty good.

Although nearly half of the 11- and 12-year-olds surveyed in an 18-month study said they fear that a nuclear war or other manmade catastrophe will destroy the world, 86 percent said there is a good chance to reverse the trend and build a world "very different from and far better from the one we know now."

"They are optimistic, but they are realistic, too," said Ruthanne Kurth-Schai, a graduate student at the University of Minnesota's College of Education who conducted the study for her dissertation.

The 154 students surveyed said they think life in the future will be better than it is now, Ms. Kurth-Schai reports. According to the students, robots will relieve mankind of work, families will live in outer space, people will be more intelligent, and men and women will share responsibilities more equitably.

But the youngsters said they fear the environment will suffer. "Most of nature will be destroyed to make room for people on Earth," one of them wrote.

Surprisingly, Ms. Kurth-Schai said, the media appear to have little influence on the youngsters' view of the future. They attributed their views to their own intuition, their religious beliefs, and the influence of their parents.

It is important to study children's views of the future, the researcher said, because "how people perceive the future has a major impact on how they behave in the present." Children can also offer "creative, unique ideas," she added.

R4000-2

THIS WEEK'S FORUM: PAGE 18

NEW JERSEY

The state board of education has extended for five years a controversial mandate that schools provide a 'family-life' curriculum, despite vigorous opposition from a parents' group that claimed the requirement violates their religious rights.

See Page 5.

TENNESSEE

In his state-of-the state address, Gov. Lamar Alexander has urged local school districts to promote more choice for parents in public education, calling the concept one of the four major challenges the state must address in the next decade.

See Page 6.

ARKANSAS

The state Senate defeated a House-approved bill that would have repealed a law requiring recertification tests for all teachers, but the Arkansas Education Association continues to work to overturn the legislation in the courts.

See Page 9.

EDUCATION WEEK

American Education's Newspaper of Record
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Fewer Women Now at Helm of Independent Schools

'The Case of the Disappearing Headmistress'

By Lynn Olson

When the National Association of Principals of Schools for Girls was formed in 1915, all of its members were women. Today, 200 of the organization's 268 member schools are run by men.

The decline in the number of women heading independent schools has been so sharp in the last 15 years that many refer to it as the case of the "disappearing" headmistress.

Officials trace the shift to the 1960's, when enrollment dropped in independent schools and a number of boys' and girls' schools merged or became coeducational to bolster ailing bank accounts. Since then, boards of trustees at school after school, including all-girl schools, have named men to their top posts—some say, because they believe that men cope better with finances and administration than women do.

In the last few years, the shrinking number of women leaders has become of such great concern to national organizations like the N.A.P.S.G. that they have passed resolutions, organized conferences, and arranged workshops to try to help women move into school administration and give them the skills they need to stay there.

This month, for example, the annual conference of the National Association of Independent Schools focused on the role of women faculty members and the place of women in the curriculum.

The Isolated Few

Of 680 schools responding to a study now being completed by the N.A.I.S., 457 are headed by men and 83 by women, according to Adéle Q. Ervin, director of external affairs.

Continued on Page 14

JO ANNE ROSEN/THE BUSH SCHOOL

At Seattle's Bush School: The memory of founder Helen T. Bush.

Study Panel Backs National Test for All New Teachers

Also Endorses 5-Year Teacher-Training Plans

By Cindy Currence

WASHINGTON—A newly formed group of educators and policymakers that includes high-level representatives of the two major teachers' unions last week endorsed a proposal for a rigorous national proficiency examination for licensing new teachers and the extension of teacher-training programs to five years.

The group met for the first time last week at a daylong "summit on teaching" convened here by the American Enterprise Institute for Public Policy Research, a nonprofit research institute in Washington, and the National Center for Education Information, a private publishing firm also based here.

Participants included such prominent education leaders as Secretary of Education William J. Bennett, who gave the keynote

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U.S. Leads Developed Nations in Rate of Teen-Age Pregnancy

Abortion Rate Also Found Disproportionately High

The United States leads most developed nations in rates of teen-age pregnancy, abortion, and childbearing and is the only developed country where the rate of teen-age pregnancy has been increasing, according to a new international study.

The U.S. rate of teen-age abortion alone, the study found, is as high or higher than the combined teen-age abortion and birth rates in each of five other of the world's most advanced nations.

The study—by the Alan Guttmacher Institute, a nonprofit organization for research, policy analysis, and public education—found that pregnancies, abortions, and births involving American teen-agers substantially exceed the rates for teen-agers in Canada, England and Wales, France, the Netherlands, and Sweden.

See related story, page 5.

The study was based on a close analysis of fertility statistics in those countries in comparison with U.S. figures, and on a broader survey of birth rates in 37 nations. Among the broader group of countries, only Eastern European nations—such as Hungary, Bulgaria, and Romania—and Chile, Cuba, and Puerto Rico were found to have teen-age birth rates exceeding those of the United States.

In those countries, however, the researchers cited contributing characteristics

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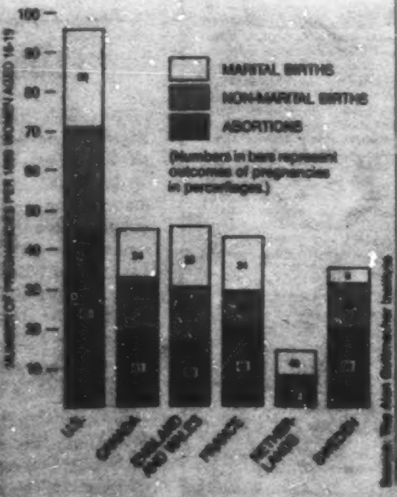
Pregnancy Rates and Outcomes, 15-19-Year-Olds, 1980-81



Bills Back Legal Fees Under P.L. 94-142

By Alina Tugend

WASHINGTON—Parents of handicapped children told a House subcommittee last week that if the Congress fails to pass a bill allowing awards of legal fees in special-education lawsuits, the federal law protecting handicapped students "will become an empty promise."

The awarding of lawyers' fees became a matter of concern to special-education advocates last year, when the U.S. Supreme Court ruled in *Smith* v. *Robinson* that parents who win cases under P. L. 94-142, the Education for All Handicapped Children Act of 1975, cannot win legal fees for similar claims filed simultaneously under Section 504 of the Rehabilitation Act of 1973. *(See Education Week, Aug. 22, 1984.)*

The earlier law broadly protects the rights of all handicapped individuals against discrimination; P. L. 94-142, which specifically addresses education for the handicapped, is more comprehensive and sets forth the fundamental rights and pro-

Continued on Page 13

Educators Preparing To Fight Proposed Tax-Reform Plan

By J. R. Sirkin

Although the Treasury Department tax-reform package announced last fall has yet to be endorsed by the White House and has taken a back seat to the deficit, educators facing federal budget cuts have been gearing up to fight it for months.

The nation's chief state school officers are expected this week to oppose a key provision of the reform package, labeling it "dangerous to education."

See related story on page 8.

John Martin, director of federal-state relations for the Council of Chief State School Officers, said last week that he anticipates the chiefs' legislative committee will adopt a resolution condemning "any limitation on or elimination of" the deductibility of state and local taxes.

The sweeping Treasury reform package would substitute lower personal-income-tax rates for the elimination of many

Continued on Page 16

IN SUMMARY

Sweet Charity
Private- and parochial-school leaders are concerned that an Administration proposal to eliminate the tax deduction for charitable donations will severely reduce their revenues. Story on Page 8.

A Message for the President
If the United States is to succeed in international economic competition, it must encourage education reform and technological innovation, argues a business-education task force. Story on Page 8.

Sessions End
Several state legislatures have adjourned after approving more school funds and such education initiatives as career ladders, dropout-prevention programs, and home-schooling bills. Story on Page 9.

'Confused Condition'
Secretary of Education William J. Bennett is urging schools to consider changing their curricula to stress core studies that would provide a "coherent" education for all students. Story on Page 10.

The Battle of the Budget
A Senate committee, controlled by Republicans, has proposed a smaller cut in aid for college students but $400 million in aid cuts for precollegiate education. Story on Page 10.

Negative on Affirmative Action
In a District of Columbia case, the Administration, for the first time, has initiated a lawsuit aimed at overturning a hiring-and-promotion plan involving quotas. Story on Page 10.

Let the Bidding Begin
In the competition for $65 million in grants to establish N.I.E. research centers, a few universities in the Midwest and East have taken the lead by winning 14 of 36 planning grants. Story on Page 11.

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FORUM
"Tracking the Reforms: Part 3: Principals' Academies — Training the Leaders," Education Commission of the States. Statement on Page 18.

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THE WEEK

NATIONAL

A.F.T. Establishes National Panel on School Violence

The American Federation of Teachers has established a national commission on school violence to "take a close look at the extent of the problem and develop reasoned recommendations" to deal with it, according to the union's president, Albert Shanker.

The new commission will be advised by national experts on the problem, Mr. Shanker said last week, including Oliver Moles, senior research specialist on the National Institute of Education's safe schools project, and Gary Gottfredson, director of the Program on Delinquency and School Environments at the Johns Hopkins University's Center for Social Organization of Schools.

The school-violence commission began its work in Detroit last week, conducting the first of a series of three hearings. Arthur Jefferson, Detroit's superintendent of schools, and Phillip E. Runkel, the state superintendent, were scheduled to testify.

Testimony from this and subsequent hearings will provide the basis for a set of recommendations that will be released in May on dealing with school violence, said Scott Widmeyer, a spokesman for the A.F.T..

STATES

Indiana Chief Said To Have Misused Campaign Funds

The Indiana Ethics Commission is scheduled to discuss this week whether to investigate charges that the state's superintendent of public instruction solicited campaign money from employees and used campaign funds for personal use.

The Indianapolis News, after a three-month investigation of reports filed with the state elections board, has charged that Superintendent Harold H. Negley, an elected Republican official, misused campaign funds.

John B. Livengood, Democratic chairman, has asked the state ethics panel to investigate the allegation. Mr. Livengood has also called on Mr. Negley to dispel the charges or resign from office. And he has asked a group of educators and other citizens to work on setting up a system for finding an interim superintendent should Mr. Negley step down or be removed from office.

"[Mr. Negley] is so bogged down in this thing that the educational interests in the state are not being handled as they should be," Mr. Livengood said. "We need a strong advocate for education and we just don't have that."

Although criminal charges have not been filed at this time, a grand jury has convened to investigate the situation.

Neither the superintendent nor his aides were available for comment last week.

Consultants Draft Career-Ladder Plan For Delaware Schools

A career-ladder plan for Delaware teachers that was drafted by a Washington, D. C., consulting firm under contract with the state has been presented to the legislature.

The plan calls for a new statewide evaluation process and the awarding of bonuses to teachers who receive high ratings.

The consulting firm's plan, called for by a gubernatorial task force and paid for by the legislature, would increase the base pay for all teachers by an average of $1,500 over a three-year period and establish three career "rungs" for advancement, according to A. Douglas Rothwell, director of labor relations for the governor's office.

To be eligible for the career ladder, candidates would have to have eight years of teaching experience and have completed the three-year probationary period required of new teachers in the state.

After five years, a teacher who had advanced to "career level two" would make $3,000 more than the base salary, Mr. Rothwell explained; a teacher who had advanced to "career level three" would make $6,000 more than the base.

The firm of Cresap, McCormick, and Paget Inc. has recommended a six-year phase-in period; the firm estimates that the program would cost $4.2 million in its first year and $21.2 million each year after it is fully implemented.

Legislation based on the plan, which has been strongly criticized by the Delaware State Education Association, is now being drafted, Mr. Rothwell said.

Idaho Citizens Request Increased Education Funding

A group of 118 Idaho citizens, in a full-page paid advertisement in the *Idaho Statesman* this month, encouraged legislators to increase funding for public schools and the state's colleges and universities.

The group, which identified itself as "Business Leaders and Other Citizens Concerned for Education," called on the Republican-dominated legislature to fund precollegiate education at $319.5 million, a figure $2.5 million above the 1984-85 appropriation and $13 million above the request of Gov. John V. Evans, a Democrat.

"Our failure to fund education at these levels would not only further damage the [educational] system but would breach the special trust that has in the past existed between Idaho's citizens and educators," according to the advertisement.

Those signing the advertisement included business leaders, former state legislators, newpaper publishers, and broadcast executives.

'Silence' Law Barred in West Virginia

A federal district judge struck down West Virginia's five-month-old "moment-of-silence" law last week, calling it "a hoax conceived in political expediency."

The law, which was overwhelmingly approved by state voters as a constitutional amendment last November, runs afoul of the First Amendment because it "both advances and inhibits religion and fosters an excessive government entanglement with religion," said U. S. District Judge Elizabeth Hallanan in her March 14 ruling.

The amendment to the West Vir-

Clarification

An article in the Feb. 20 issue quoted David Weikart, president of the High/Scope Foundation of Ypsilanti, Mich., as saying that the amount spent on early-childhood education in the United States has increased from $3 billion at the start of the 1960's to $9 billion this year. Mr. Weikart said the $9-billion figure would not be attained until 1990.

Correction

It was incorrectly reported in the Feb. 20 issue that Japan is the United States' biggest trading partner and that its gross national product is 75 percent of the United States'. Japan is America's second-largest trading partner, after Canada; its G.N.P. is 75 percent of America's on a per-capita basis.

□

An article in the Feb. 13 issue incorrectly reported that current funding for the science-education directorate within the National Science Foundation comes from the Education for Economic Security Act passed by the Congress last summer. Although the Congress authorized money for the directorate under that act, none was appropriated. The directorate's current funding comes from the regular N.S.F. appropriation.

Congress Asked To Restore Legal Fees in Special-Education Suits

Continued from Page 1

cedures to protect the rights of handicapped children in schooling.

However, P. L. 94-142 does not explicitly provide for the awarding of legal fees. In general, parents alleging bias against their handicapped children in education also have alleged violations of Section 504, which does provide for the awarding of legal fees.

The Congress has authorised attorneys' fees in virtually all other civil rights actions brought under federal law; therefore, advocates say that the Congress originally intended to allow such fees but simply failed to make it clear in the law.

Although the Court focused on the issue of legal fees in the *Robinson* case, it also stated that "Congress intended [P. L. 94-142] to be the exclusive avenue through which a plaintiff may assert an equal-protection claim to a publicly financed special education," thus precluding the possibility of parents filing claims under Section 504.

'Restore the Balance'

Two bills, one introduced in the House by Representative Pat Williams, Democrat of Montana, and another in the Senate earlier in the month by Senator Lowell P. Weicker Jr., Republican of Connecticut, attempt to "restore the careful balance between parent and educational agency that Congress intended to be in place," Representative Willliams said at last week's hearing before the House Subcommittee on Select Education.

Last year, a similar House bill and an identical Senate bill were introduced, but both died in committee, largely owing to time constraints posed by the election and to confusion over the scope of the bills, according to legislative aides.

"I believe [the House bill] is a much improved version of the original bill, because we had time to digest the implications of possible statutory provisions, to talk to each other about our common and unique concerns, and most important, to hear from parents of handicapped children and school officials," said Representative Steve Bartlett, Republican of Texas.

Organizations' Backing

The House bill has the backing of the National School Boards Association, the Council for Exceptional Children, and most special-education advocacy groups.

"I am convinced that without the act being amended to include a reasonable award of attorneys' fees to prevailing parties in any action dealing with [P. L. 94-142], parents will be unable to challenge their school district's decisions, and the act will become an empty promise to the handicapped children of America," said Beverly Galarza of San Antonio, Tex., who fought a five-year battle to secure year-round schooling for her handicapped son.

State Directors Unsure

The National Association of State Directors of Special Education has not yet endorsed either bill.

William Schipper, president of the association, said there are "a lot of gray zones in the Senate bill, and a couple that remain in the House bill," particularly with respect to when legal fees can be awarded.

"As I understand the intent of the bills, it is to reimburse parents for out-of-pocket costs, for having to go to court to right a wrong, which seems fair and proper," he added. "The question is if the Congress can draft legislation that meets that intent without causing more problems."

Areas of Contention

The major focus of debate over the House bill is whether it should allow awards of legal fees for work done in state-level administrative hearings as well as in judicial proceedings.

P. L. 94-142 established a due-process procedure for cases to be heard administratively. According to national figures from NASDE, about 1,400 first-level hearings are conducted annually, and about 60 of these result in litigation.

"At the administrative level, which is mandatory and critical, the school district will always be represented by counsel," Ms. Galarza told subcommittee members. "Issues are no less complex and evidence no less important than before a court. Without an attorney, parents have little chance of prevailing despite the merits of their case."

Clarification Requested

However, Jean Bilger Arnold, representing the National School Boards Association, testified against the awarding of legal fees at the administrative level, arguing that "whenever there is the possibility of recovering legal fees, the presence of attorneys inevitably increases."

Both sides asked for clearer language in the House bill, which now simply states that courts can award legal fees but does not restrict the award to costs incurred in court proceedings.

The Senate bill would allow the award of legal fees at the administrative level.

Before *Smith* v. *Robinson*, "legal fees could be awarded at the administrative level," said Carl White, legislative aide to Senator Weicker, chairman of the Senate Subcommittee on the Handicapped. "We wanted the bill to restore the intent of Congress as it was before."

In addition, the House bill differs from the Senate bill in that it specifies that federal funds allocated under P. L. 94-142 cannot be used to pay legal costs. It also offers more detailed guidance concerning the circumstances under which fees can beawarded, and specifies an informal mediation process after a complaint is made.

Dissenting Voice

The only dissenter at the hearing was Linus Wright, general superintendent of the Dallas Independent School District, who represented the American Association of School Administrators.

While Mr. Wright did not oppose the bills, saying that "the draft bill is moving in the right direction," he did say that awarding fees to winning plaintiffs' attorneys "ushers in a whole host of problems."

Mr. Wright charged that the awarding of such fees would encourage lawsuits in special education, and that "once attorneys are involved, mediation becomes more difficult. An automatic adversarial relationship immediately is birthed."

The superintendent said that if legal fees are offered, the law should limit them. Neither bill now places a cap on fees.

According to a report prepared by the General Accounting Office at the request of Senator Weicker, legal fees were awarded under Section 504 in 10 out of 18 individual cases identified. In the six cases for which information on amounts awarded was available, the legal fees totaled $63,337, ranging from $2,860 to $36,465, the report said. Advocates of the bills use the figures to prove that most attorneys' fees awarded, with some exceptions, are generally low.

U.S. Teen Pregnancy, Abortion Rates Found High

Continued from Page 1

of early marriage, pro-fertility policies, and generous maternity benefits that are not found in the United States.

Among the nations selected for further analysis on the basis of comparable cultural and socioeconomic factors, the United States showed disproportionately high rates of teen-age pregnancy, abortion, and childbirth.

Rate for Whites High

Noting a large differentential within the United States between the pregnancy rates of black teen-agers and white teen-agers (163 per 1,000 compared with 83 per 1,000, respectively), the report points out that the rates of pregnancy, abortion, and births for white teen-agers alone are much higher than the overall rates in most industrialized nations.

The U.S. pregnancy rate for 15-to-19-year-olds is 96 per 1,000, compared with 45 in England and Wales, 43 in France, 35 in Sweden, and 14 in the Netherlands, according to the study.

Moreover, the contrast in rates among these six countries "is particularly striking for young teen-agers," the report states. "In fact, the maximum relative difference in the birthrate between the United States and other countries occurs at ages under 15. With more than five births per 1,000 girls age 14, the U.S. rate is around four times that of Canada, the only other country with as much as one birth per 1,000 girls of comparable age."

The study was conducted with the assistance of researchers from Princeton University's office of population research and was funded by the Ford Foundation. A report on the findings is contained in the March/April 1985 edition of the institute's journal, *Family Planning Perspectives*.

U.S. Characteristics 'Differ'

In gathering statistics on the 37 countries, the researchers found several factors that they say correlate with adolescent fertility: low levels of socioeconomic development; national policies that encourage childbirth; generous maternity leaves and benefits; and early marriage.

"It is notable," the report states, "that the United States differs from most of the countries with comparable high adolescent fertility" on these factors. On the other hand, the study pointed to several characteristics that are associated with high teen-age fertility and are distinctly present in the United States, according to the report, including "a lack of openness about sex," "very high levels of religiosity," and restrictions on teen-agers' access to contraception devices and on information about sex and birth control in the schools.

Attitudes, Not Policies

The researchers argue on the basis of their data that access to abortion services, liberal welfare benefits, and greater availability of birth control and sex education do not lead to more abortions or a higher pregnancy rate.

In fact, the report states, those countries that have the most liberal attitudes about sex and make contraceptive and counseling services most accessible to teen-agers have the lowest rates of teen-age pregnancy, abortion, and childbearing.

The report concludes that "where the birth rate is lower, the abortion rate also tends to be lower."

"The debate in this country keeps coming back to sexual activity, but the data show that sexual activity is not the key variable," said Barbara Parks, a spokesman for the Alan Guttmacher Institute. "Most important are other more elusive variables involving adult attitudes. American adults are sending very mixed messages to teen-agers."

—M.M.

Private Schools Oppose Tax-Reform Plan

Continued from Page 8

research indicates, schools would be most adversely affected.

Giving to higher education would drop by 30 percent, or $2.98 billion, Mr. Smucker estimated. Other giving to education, including gifts to precollegiate private education, would drop by 37 percent, according to the research, representing an annual loss of $950 million.

Task Force Formed

Concern over the tax plan has prompted representatives from such CAPE organizations as the N.A.I.S., the National Society for Hebrew Day Schools, and the U. S. Catholic Conference to form a task force to address tax matters, particularly the Treasury's proposal.

The task force is working with Independent Sector to make sure that private schools' interests are considered by lawmakers.

It is also seeking to keep private-school educators informed about the status of various federal tax-reform proposals.

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FAITH
Lay teachers now outnumber brothers and nuns in Roman Catholic high schools and they are "less religious" than their counterparts 20 years ago and less willing to impart religious values to their students, according to a new study.

See Page 8.

WORTH
Arguing that it is an "unsound and misplaced concept . . . and would result in a state-controlled economy," the U.S. Commission on Civil Rights has rejected comparable worth as a way to close the wage gap between the sexes.

See Page 11.

CHOICE
After his public-school voucher proposal was rejected by a legislative committee, the governor of Minnesota blamed teachers' unions for their opposition, renounced their political endorsement, and vowed to keep working for the plan.

See Page 8.

EDUCATION WEEK

American Education's Newspaper of Record

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Minorities and College: 'A Time Bomb'

Hard-Won Enrollment Gains Are Quietly Deteriorating

This article was reported by Staff Writers Sheppard Ranbom and J. R. Sirkin, and Associate Editor M. Sandra Reeves. It was written by Ms. Reeves.

One California higher-education official calls it "sitting on a time bomb." A University of Chicago professor says its implications for the future are "frightening." And the country's largest association of colleges and universities believes it may portend "a crisis . . . devastating to the country's continued prosperity and well-being."

"It" is the little-publicized fact that, at a time when economic experts are predicting a future job market built on higher-order skills and advanced training, declining proportions of black and Hispanic youths—the

Continued on Page 12

TOMMY LEONARDI / THE DAILY PENNSYLVANIAN

To protest racial slurs and declining black enrollments, black students occupied the president's office at the University of Pennsylvania recently.

Campus Tensions Flare Up Amid Charges of Racism

By Sheppard Ranbom and J.R. Sirkin

A group of more than 50 black students at the University of Pennsylvania in February occupied the office of the university president to protest "racial harassment" by other students and what they said were racist remarks by a faculty member.

The tactic, an echo of an earlier era of black activism on campus, reflects a resurgence of black-white tension that is not unique to Penn, college officials and others say, and could lead to trouble at other institutions.

The Penn students demanded mandatory racism-awareness seminars for faculty and students and expressed concern about the

Continued on Page 12

Memphis Schools Could Lose Millions In Firm's Failure

By J. R. Sirkin

The collapse last month of a Florida securities firm, which triggered the banking crisis in Ohio, could cost one of the nation's largest school systems as much as $8 million.

The Memphis school district, as part of an aggressive investment policy it began some four years ago, had four short-term investments of $2 million each in pension funds in E.S.M. Government Securities Inc., of Fort Lauderdale, on the day it was closed by a court order, Ray Holt, the district's deputy superintendent, confirmed last week.

According to Mr. Holt, the district has a current operating budget of more than $250 million and reserve accounts of about $8 million. "Obviously, this would be going against our reserves," he said. "We're not going to have to close school early or not meet the payroll, but it will have a long-term financial impact."

Mr. Holt also said he was optimistic that the district would recover some of its losses. Pending bankruptcy proceedings, the district is re-evaluating its investment program, to see if it should be "more conservative," he added.

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NCATE Urges Tough New Standards for Education Schools

By Cindy Currence

WASHINGTON—Colleges of education will be required to adopt strict admissions and exit standards for prospective teachers in order to comply with a new policy statement that is headed for adoption by the dominant national accrediting organization for education schools.

Under the final version of a policy statement NCATE officials have been working on since last October, students who enter programs accredited by the National Council for Accreditation of Teacher Education will be required to have a 2.5 college grade-point average and to take a standardized basic-skills test.

First Concrete Standards

In addition to the admissions standards, NCATE's new policy, or "redesign," will require accredited teacher-training programs to ensure the competence of prospective teachers prior to graduation by using various methods of evaluation; to follow their students through at least one year of postgraduate teaching; and to provide quantitative indicators of the quality of the instruction students receive.

Although the group stopped short of requiring colleges to meet a minimum funding formula, as some members of the organization suggested last fall, this policy statement represents the first time in the 31-year history of NCATE that members of the group have agreed to set such "concrete" standards, according to Richard Kunkel, executive director of the organization.

"This is going to have a direct impact on improving the quality of teachers," he said.

The voting body of NCATE, which includes members of 10 organizations representing state departments of education, institutions of teacher education, the teaching profession, and state accrediting agencies, is scheduled to vote on the new policy in June and is expected to pass the redesign "in one motion," according to Mr. Kunkel.

"It's a heavily consensual document," he said.

Following the vote, the redesign will be instituted for a 21-month trial period that

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Parents Allegedly 'Stole' Educational Services

By Sheppard Ranbom

Three residents of Hartford, Conn., have been arrested on felony charges for sending their children to school in a nearby suburb across district lines—in effect "stealing an education," authorities allege.

The arrests were made following routine investigations by local police at the request of the suburban Bloomfield school board to determine whether some students should be "disenrolled" because they did not meet local residency requirements. But the investigation turned up enough evidence to press charges against parents for first-degree larceny, officials said.

Under Connecticut law, defrauding a municipality of more than $2,000 in services is a felony more serious than stealing $4,000 from a store, according to Bloomfield's police chief, Philip R. Lincoln. The Hartford residents were essentially charged with stealing $4,001 worth of services—the average per-pupil cost in Bloomfield—from the Bloomfield school board by sending their children to school in that suburb, he said.

"The allegation is that they falsified their place of residence or the children's place of residence" in order to have the children attend school in Bloomfield, according to the police chief.

It is the first time that larceny charges in Connecticut have been filed in such a situation, according to local police and state education officials. The felony charges carry a maximum of up to a 20-year prison sen-

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IN SUMMARY

Back on the Front Burner
A slimmed-down school-reform bill, replacing one that failed a few months ago, is now being moving through the Massachusetts legislature with the governor's support. Story on Page 6.

Salaries Rising
The annual average salary of teachers rose by about 7.3 percent this year to $23,546, according to the National Education Association, and the number of teachers declined slightly. Story on Page 6.

A 'Most Pressing Issue'
Two governors have called for public-private partnerships to provide day-care programs for the children of employees and the expansion of services in public schools. Story on Page 8.

Legislative Report
The Arkansas, Maryland, Mississippi, and North Dakota legislatures have adjourned after enacting school-reform initiatives and some spending increases. Story on Page 9.

A Problem Unsolved
A federal appeals court has upheld a lower court's decision to reopen a 13-year-old school-desegregation lawsuit against the Prince George's County, Md., school district. Story on Page 9.

A Need for Expertise
A General Accounting Office study has concluded that school districts need more guidance from federal and state governments to help them remove asbestos from their schools. Story on Page 10.

Choosing Choice
Secretary of Education William J. Bennett pressed the case for tuition tax credits and vouchers in a speech to Catholic Educators last week, and has named a staff member to pursue the issue. Story on Page 10.

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THE WEEK

FEDERAL

Reagan Seeks Plan For Partnership To Protect Children

President Reagan has issued a call for the development of a new child-protection partnership between the federal government and the private sector.

The Presidential initiative, to be announced by the end of April, would involve the Justice Department, the Education Department, and the Department of Health and Human Services, as well as schools, law-enforcement agencies, and social-service groups.

In a meeting early this month with representatives from these groups, the President said he would ask Attorney General Edwin Meese 3rd to design a "plan of action" to coordinate activities within the federal government and with the private sector on such issues as missing children, child abuse and neglect, crime prevention, and general child safety, according to Katy Boyle, special assistant to Assistant Attorney General Lois Harrington.

Among those attending the April 3 meeting were representatives from the National Association of Elementary School Principals, the National Association of Secondary School Principals, the Education Department, and the National Center for Missing and Exploited Children. Also attending were representatives from the Attorney General's Missing Children's Advisory Board, the Federal Bureau of Investigation, and the National Sheriffs' Association.

E.D. Lawyers Win Suit, Promotions

A federal judge has ruled that the Education Department illegally denied promotions to two of its civil-rights lawyers who refused to submit to a full background check.

Judge Louis F. Oberdorfer of the U. S. District Court for the District of Columbia ordered the two lawyers in the office for civil rights—Kathleen Flake and William A. Delaney—to be promoted to senior trial attorneys, "retroactive in every respect," including back pay, to August 1984.

The O.C.R. lawyers filed suit last November, claiming that an in-depth background check would have been an "unwarranted invasion of privacy and a violation of equal-protection principles," since other senior trial attorneys did not have to undergo the clearances. *(See Education Week, Dec. 12, 1984.)*

Judge Oberdorfer said the lawyers' positions do not relate to national security and thus do not require an extensive background check. He also rejected the department's claim that the lawyers' suit was "moot" because they had been promoted retroactive to last October. "It appears that but for the challenged security investigation requirement, the plaintiffs' applications were complete and they would have been promoted in August, two months before the Oct. 22 retroactive date determined by the [department]," the judge wrote.

Chavez Named to White House Post

Linda Chaves, staff director of the U. S. Commission on Civil Rights, was appointed last week to the position of White House director of public liaison.

Ms. Chavez was an aide to Albert Shanker, the president of the American Federation of Teachers, and a Congressional staff member before President Reagan picked her for the post at the civil-rights commission in August 1983.

Her appointment will not require Senate confirmation before she assumes her new duties, in which she will coordinate White House outreach activities. Ms. Chavez, one of the highest-ranking Hispanics in the Administration, is replacing Faith Ryan Whittlesey, who will become the ambassador to Switzerland.

Ms. Chavez's public comments and management style at the civil-rights commission provoked strong criticism from those who claim that she politicized the historically independent panel's work. She vigorously denied those charges. *(See Education Week, March 6, 1984.)*

A registered Democrat, Ms. Chavez said she would switch her party affiliation to the G.O.P.

Senators Propose National Panel To Study Illiteracy

Twenty senators have called for the establishment of a national panel—to include members from education, industry, the military, and the government—to study the causes of illiteracy in America.

"Illiteracy is consuming more and more of our tax dollars for remedial courses in schools, colleges, government agencies, and even the Armed Forces," said Senator Edward Zorinsky, Democrat of Nebraska, who introduced the measure, S 102, on April 3 and similar legislation last year.

He cited the U. S. Army, which last year spent more than $14 million "to bring its recruits up to the 9th-grade level in reading—and 90 percent of them were high-school graduates."

The proposed "National Commission on Illiteracy" would have 16 members, eight appointed by the President, eight by the Congress. Senator Zorinsky explained that the federal panel is necessary to examine illiteracy because the states have failed "to take action themselves."

Authorized to spend $1 million next year, the panel would identify causes and recommend solutions to the illiteracy problem, but would not create federal policy, Senator Zorinsky said.

STATES

Grant Program for Teachers Outlined By N.J. School Chief

Saul Cooperman, commissioner of education in New Jersey, this month provided the state board of education with details of a new program that would provide grants of up to $15,000 to teachers who develop effective teaching methods.

The New Jersey Governor's Teacher Grant Program, currently under consideration in the legislature, would cost about $500,000, according to state officials.

It would offer grants to individual teachers or groups of teachers in both public and private schools who develop and implement classroom practices "demonstrated as effective in enhancing student learning." The state would then assist in promoting the effective methods in schools throughout the state, Mr. Cooperman told the board.

The commissioner also said special consideration would be given to projects in reading, writing, science, student discipline, and the use of technology in the classroom.

Saul Cooperman

"These awards are an acknowledgement of professional competence and an opportunity for teachers to see that their individual efforts benefit students all over New Jersey," Mr. Cooperman said.

Washington Districts Again Sue State Over Financing

Five Washington school districts are suing the state, claiming that a legislatively imposed cap on state

Declining Proportion of Blacks, Hispanics Pursuing College Degrees

Continued from Page 1

two burgeoning sectors of the nation's youth population—are going on to college.

After more than a decade of effort to increase the proportion of minority populations enrolling in colleges and universities, the nation's attention has turned elsewhere—and the rate of college-going for blacks and Hispanics has slowly and quietly begun to sink.

Interviews with school and college officials across the nation paint a curious picture of this phenomenon.

Concern, particularly among minority educators, is widespread. But so far has the problem slipped on the national agenda that no current, comprehensive data are available to fully document its dimensions.

The federal government now consciously gives low priority to its statistics-gathering role, and both college and public-school officials in many instances report that they no longer track college-enrollment data by race or ethnicity. *(See accompanying story on page 13.)*

The recent annual meeting of the American Educational Research Association held in Chicago included a session on the current deficiencies in research assessing academic achievement among minority students.

There, Rafael Magallan, director of the Hispanic Higher Education Committee, charged that the problem of low college-admissions and high dropout rates among Hispanics has not been adequately addressed in part because statistical information on Hispanic students is practically nonexistent.

Even Howard University, a leading black private institution that has been a source of data on minorities, announced plans this month to close its Institute for the Study of Education Policy, which was established in 1974 to assess the status of blacks in higher education and to monitor the effect of laws on their progress. The school cited budgetary reasons for the move.

Leonard Haynes 3rd, vice president of Louisiana's predominantly black Southern University System and formerly director of the National Association of State Universities and Land-Grant Colleges' office for the advancement of public black colleges, said a combination of developments has sent "a false message" from Washington that is discouraging minority students and lulling the nation's higher-education community into complacency.

That message, he said, is that "somehow or another affirmative action is no longer necessary, that blacks and other minorities have achieved parity and equity and that there is now a fair chance for everybody to go where—and as far as—they want to go."

He specifically cited as negative developments recent court decisions eroding the concept of affirmative action, efforts to reduce domestic spending, including student financial aid, and shifts in long-standing federal positions on civil rights.

The Demographic Picture

Together with the findings of several recent analyses of the problem by education groups, the available data suggest that—in the words of the College Board's new report on blacks' academic progress—recent social, economic, and policy trends "threaten to wipe out" the dramatic gains made by minority groups since the mid-1960's in educational opportunity and attainment.

ADAM GORDON/THE DAILY PENNSYLVANIAN

Members of the Black Student League at the University of Pennsylvania gathered in February to protest "racial harrassment" by students and a professor's "racist remarks."

- Black college-going rates as a proportion of the 18-to-24-year-old population of blacks peaked in 1975 at 32 percent, leveled off, and then began dropping—to 27.8 by 1980 and to 27 percent in 1983.

But U.S. Census figures show that between 1980 and 1983, while the population of 18-to-24-year-old whites was dropping by .5 percent, the 18-to-24-year-old black population grew by 5.5 percent.

The proportion of whites going on to college, meanwhile, has remained fairly constant at around 32 percent since 1970—even as the cohort's total numbers declined after 1979.

- The college-going rate for blacks is dropping despite the fact that their dropout rate at the high-school level has dropped substantially over the last 15 years.

- According to the study, "Student Aid and Minority Enrollment in Higher Education," released earlier this year by the American Association of State Colleges and Univer-

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Tensions Over Race Relations Resurfacing on College Campuses

Continued from Page 1

small number of black faculty members on the campus. Only 30 of the institution's some 2,000 professors are black and only 16 of those have tenure, according to university officials.

On other campuses, admissions officers concur that black students are concerned about dwindling black enrollments, the small number of black faculty members, and what they perceive to be vestiges of racism within the campus community. Black student leaders at several elite institutions that a decade ago were vocal in their commitment to seeking out minority students and faculty have held meetings with campus administrators in recent months to ask whether that commitment has slipped.

What they are being told, some college officials acknowledge, is that times have changed.

"These college campuses are not what they were in the late 60's or early 70's," according to David L. Evans, senior admissions officer at Harvard University.

Harvard still makes an effort to recruit black students and develop support programs for them once they arrive on campus, Mr. Evans said. But "maybe 2 percent" of the arts and sciences faculty is now black, he said, while it was twice that 10 to 12 years ago.

"It's difficult to get colleges to do what they used to do, and some never did as much as they should have," said Nelson Armstrong, associate director of admissions at the Massachusetts Institute of Technology and former co-chairman of the Association of Black Admissions and Financial Aid Officers at Ivy League and Sister Schools. "More than anything else, you have a group that is feeling more disenfranchised than 10 years ago."

Differing Views on Climate

John S. Epps, executive director of Omega Psi Phi, one of the largest of the predominantly black college fraternities, says that although more work needs to be done to increase the involvement of black students in activities outside the classroom, they have been largely integrated into the mainstream of academic life.

But Barry Beckham, professor of English at Brown University and the editor of *The Black Students' Guide to Colleges*, argues that only about 150 of the 3,300 institutions of higher learning nationwide are successful in providing a supportive environment for minority students.

These institutions include traditionally black colleges (which enroll about 20 percent of all blacks who attend colleges and universities), some well-known predominantly white institutions—such as Oberlin College, Wesleyan University, and Stanford University—and other schools not so much in the national spotlight—such as Agnes Scott College, Mount Holyoke College, and Rensselaer Polytechnic Institute.

"There is a tone and attitude on these campuses that says, 'We understand we are involved in the process of education and that that process goes beyond books. . . . To learn, you cannot just be around people who think, look, and act like you,' " Mr. Beckham said.

"These schools take into account a student's background," he added. "They realize that some are more prepared than others and take on the responsibility to be cognizant of unpreparedness and do something about it."

The support the institutions provide, Mr. Beckham said, "is not only academic but psychological."

Yet today, when money is tight and costs are rising, colleges have "a tendency to balance off priorities" at the expense of affirmative-action and minority programs, according to Mr. Beckham.

Racial Tensions Reported

Officials and students at several institutions confirmed in recent interviews that race relations have become a campus issue again..

- At Brown University, black students have met with administrators to discuss a wide range of problems, including security issues and raising the number of minority faculty members, according to Kris Douglas, a junior who has been involved in the meetings. She said incidents on campus—bottle throwings and scuffles between students—have caused blacks to be concerned about their safety.

University officials acknowledge that there are fewer black faculty members on campus than there were a decade ago when black students occupied the main administration building to protest what they described as the university's failure to live up to previous commitments to increase the number of black faculty and students.

- At Bowdoin College, race relations is the "theme of the year" this year, according to Sammie T. Robinson, assistant director of admissions. Last year, race relations soured when students started a conservative newspaper, *The Bowdoin Patriot*, that attacked affirmative action.

The paper prompted black students to wonder "whether they should be here, whether they were wanted here," Mr. Robinson said. The students, he said, felt they "should have gotten more support from other students and the administration."

Bowdoin has only two black faculty members out of 106, a major reason the school has problems "attracting large numbers of blacks," he added.

- Last quarter, black groups on the Ohio State University campus, offended by what they called "racial slurs" appearing in the student daily newspaper, demanded and got a meeting with the director of the university's minority-affairs office, the university provost, the heads of the journalism school and the publications department, and editors of the student newspaper.

In addition to airing their views on the newspaper's alleged racism, they asked for expanded coverage of minority activities, an increase in the number of blacks on the paper's editorial staff, the university's publication board, and in university administration generally, and more scholarships for black journalism students.

- At Franklin and Marshall College, minority students held an open forum with the president after the number of black freshmen fell from 29 last year to 13 this year. The students wanted to know "where the institution stood" as far as hiring minority faculty members and recruiting more minority students, according to Donald K. Marsh, associate director of admissions and coordinator of minority recruitment.

"I don't believe we have the full complement of minority services we could have," he said. "I think more could be done. Probably more minority faculty and administrators, and more courses in the subjects minorities are interested in."

Of the school's 134 faculty members, only two are black, he said, noting that at one time there were five or six.

- At Williams College, black students are "satisfied, if not altogether happy with, the efforts the college has been making in recruiting and retaining" minorities and minority faculty, according to officials there.

"One of their major concerns" is the number of black faculty members—about nine out of more than 175, according to Michael Reed, assistant director of admissions and alumni relations.

The students are also concerned about financial aid, he said. Despite the school's policy of meeting 100 percent of demonstrated need, "the sities (AASCU), the proportion of black high-school graduates going on to college dropped by 11 percent between 1975 and 1981.

The study also found that although the number of Hispanics in the college-age population grew rapidly during the same three-year period, swelling their college enrollment by some 50,000, the proportion of Hispanic high-school graduates going on to college dropped by 18 percent.

- The American Council on Education's Third Annual Status Report on Minorities in Education, released last November, also found that despite their increasing share of the college-age population, blacks and Hispanics have gained no ground as a proportion of those enrolled in or graduating from colleges.

Since 1976, blacks have registered a decreasing proportional share of enrollments at all postsecondary levels and have experienced losses in their proportional share of degrees earned at every level, the report said. The proportional share of degrees earned has leveled off for Hispanics at the baccalaureate and doctoral levels and declined in other areas.

The A.C.E.'s overview indicates that the few areas of higher education in which gains or steady growth have occurred for blacks since the mid-1970's are largely the result of increases in the number of black women attending. Said the report: "Black men registered significant decreases in degrees received at all levels."

- Enrollments in junior and community colleges have declined in the last two years—the first such declines in 20 years—by a total of 2.6 percent. Yet, school-district and college officials suggest that increasing numbers of blacks and Hispanics who do go to college are attending these less costly two-year institutions.

According to the AASCU study, 54 percent of Hispanic college students are enrolled in two-year public institutions; 41 percent of black students are enrolled in these schools; but only 35 percent of white students attend two-year institutions.

Yet, says the College Board in its new report, "Equality and Excellence: The Educational Status of Black Americans," students attending two-year colleges are much less likely than those who enroll at four-year institutions to eventually attain the baccalaureate degree.

- Enrollments in the nation's 109 historically or predominantly black colleges and universities—institutions that have graduated extremely high percentages of black leaders nationally and traditionally served as a resource for both low-income and educationally disadvantaged minority students—declined for the first time between 1980 and 1982. The total enrollment figure for these institutions inched upward slightly in 1983—mainly as a result of the increased admission of white students—but is still below the 1980 peak.

- All available data confirm that the difficulties blacks and Hispanics are encountering in college admissions during the 1980's continue at the graduate level. The proportion of black students enrolled in graduate school has dropped over the past five years from more than 6 percent to 4.2 percent. The Hispanic students' proportion has remained steady at about 2.5 percent despite their dramatic population growth.

According to the A.C.E. survey, nonresident aliens received more doctoral degrees during the five-year period than the combined total for all U.S. minority students. In the physical sciences, nonresidents received advanced degrees at a rate of almost three to one over U.S. minorities.

Stirrings of Protest

The reality behind such stark tabulations has begun to hit home for black students and faculty members on many college campuses, particularly at major private institutions in the Northeast, where the long-dormant protest impulse has stirred in recent months, producing sit-ins, rallies, and charges of institutional racism. *(See accompanying story on page 1.)*

"The ideology of racism originated in academe," said Asa G. Hilliard, professor of education at Georgia State University and former dean of the San Francisco State University school of education, before a student gathering at Stanford University recently.

At the same meeting, Mary Rhodes Hoover, head of the black-studies program at California State University-Long Beach, said that "black males are going down the tubes" because of their exclusion from the educational mainstream.

U.S. Civil Rights Commissioner and former Office of Education official Mary Frances Berry echoed that view at a meeting this month of the National Association for Equal Opportunity in Higher Education. "The black middle class is falling further and further behind whites and they are not catching up," she told the group of 300 educators from predominantly black colleges.

Citing U.S. Labor Department statistics, Ms. Berry said that both the numbers and the percentages of blacks holding managerial and professional positions "have been decreasing every year for the last four years."

In fact, the College Board report states that "unemployment rates and labor-force rates are strongly correlated with educational attainment for both blacks and whites." But for blacks, the study found, "marked differences in employability occur only for those with a college degree."

The Ford Foundation's Commission on the Higher Education of Minorities, in its final report in 1982, made a similar linkage between the attainment of a college degree and the economic well-being of minorities.

Said the commission: "Blacks, Chicanos, Puerto Ricans, and American Indians all suffer from powerlessness, and higher education is clearly one of the main routes whereby individuals can attain positions of economic and political power."

Ignoring the Future

Yet the higher-education community has seemed to many ill-prepared—or unwilling—to deal at a time of financial strain with the impact of heavy concentrations of black and Hispanic youths in the college-applicant pool.

"Higher-education analysts have systematically ignored the rapidly increasing percentage of minorities in American public schools, now 46 percent in Texas, 43 percent in California, and 32 percent in New York State," said Harold L. Hodgkinson, the former director of the National Institute of Education, in a 1983 report prepared for the National Commission on Student Financial Assistance and published by the National Institute of Independent Colleges and Universities.

The birth-rate decline that occurred from 1964 to 1978, he said, "was primarily a white and middle-class phenomenon."

The demographic data are so stark that Mr. Hodgkinson and other researchers suggest that in ignoring the growing black and Hispanic populations, higher-education institutions may be ignoring the nation's—and their own—future.

The two subgroups are growing at rates that are, respectively, three and five times that of the U.S. population as a whole. By the turn of the century, population experts predict, blacks and Hispanics will constitute a quarter of the U.S. population.

And, with the median age for both groups substantially below that of white Americans, experts say, the future strength of the U.S. work force—and the secure retirement of today's middle-aged worker—will increasingly rest on the skills and productivity of minorities.

"The dependency of middle-class white Americans on the success of minority youth in school and at work is just beginning," said Mr. Hodgkinson in his NIICU study. "Of the 10 percent added to the current work force by 1990, close to half will be minority."

The number of workers paying for the pension benefits of each retiree, he added, has fallen from 17 in 1950 to about three today. "By 1990, he said, "the number will be less."

Populations Concentrated

A complicating demographic factor—for school systems as well as colleges—is the uneven geographic distribution of these youthful black and Hispanic populations.

According to the AASCU study, more than 65 percent of the nation's black population lives in only 12 states—California, Florida, Georgia, Illinois, Louisiana, Michigan, New York, North Carolina, Ohio, Pennsylvania, Texas, and Virginia. Almost 63 percent of Hispanic Americans live in just three states—New York, California, and Texas.

Yet, interviews with college and public-education officials in these states suggest that the college-enrollment data for minorities are no better—and in some cases are worse—in these locations than the national average. For example:

In California, the number of blacks and Hispanics entering institutions in the California State University System and the state's community colleges (which enroll more than 80 percent of the state's Hispanic and black high-school graduates attending college) declined significantly between 1980 and 1983.

State higher-education officials said overall enrollments at two-year colleges have declined because of financial problems stemming from the Proposition 13 tax initiative. Enrollment of recent Hispanic graduates fell by 16 percent—from 16,125 to 13,574—over the three-year period, and enrollment of blacks dropped 13 percent—from 10,405 to 9,023.

At institutions in the California State University System, Hispanic enrollment declined by 10 percent—

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Student Aid By Race, Adjusted for Inflation

	1978	1983	Percentage Difference
All Schools:			
White	$1,169	$1,260	+ 7.9%
Black	1,945	1,854	− 4.7
Hispanic	1,464	1,554	+ 6.1
All Students, avg.	1,238	1,317	+ 6.4
2-Year Public:			
White	943	967	+ 2.5
Black	1,074	1,125	+ 4.7
Hispanic	870	752	−13.6
All Students, avg.	950	968	+ 1.9
4-Year Public:			
White	878	934	+ 6.4
Black	1,779	1,654	− 7.0
Hispanic	1,275	1,301	+ 2.0
All Students, avg.	970	1,026	+ 5.8
All Private:			
White	2,032	2,348	+15.6
Black	2,844	2,790	− 1.9
Hispanic	3,238	3,092	− 4.5
All Students, avg.	2,147	2,421	+12.8

Source: Cooperative Institutional Research Program, UCLA, appearing in the report *Student Aid and Minority Enrollment in Higher Education*, American Association of State Colleges and Universities.

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average student can graduate with a $10,000 debt, and that's a real problem."

That is an "unacceptable level of debt" for most black students, he said, and "they don't think they'll have the resources to repay it."

Cuts in Programs

Leonard Haynes 3rd, vice president of Louisiana's predominantly black Southern University system, said he is concerned that important support mechanisms—such as tutorial, remedial, and counseling programs, and courses in learning strategies, study habits, and critical thinking—that have a direct impact on minority students' academic achievement are dwindling at some institutions.

In state legislatures and state boards, there is less commitment to fund remedial programs among those who contend that "academe is not in the business of developmental education, which is the responsibility of grades K-12," according to Mr. Haynes, the former director of the National Association of State Universities and Land-Grant Colleges' office for the advancement of public black colleges.

When outside funding for previously established programs dries up, universities are not following through and picking up the slack, according to Mr. Haynes and others.

Williams College, for example, dropped a premedical-studies program when an outside grant had been spent and private donations could not be found to cover the costs, according to college officials.

The program was a five-week summer institute for minority and first-generation college students interested in premedical studies. Courses included calculus, chemistry, and writing.

Faculty Shortage Ahead

But the problems of undergraduate training for blacks are part of a "pipeline" problem that will only exacerbate the shortage of black faculty in the years ahead, those concerned about the situation note.

Data suggest that although black college graduates have continued to enroll in professional schools, few are seeking advanced degrees in the arts, sciences, and engineering.

"If there are few blacks in the pipeline for the Ph.D. in these areas, how can we possibly recruit more black faculty members in the future?" the Rev. Theodore M. Hesburgh, president of Notre Dame University, asked during a meeting of the Council of Graduate Schools last December.

"I would wager that most graduate schools have fewer black students than during the first fervor some 10 years ago when many blacks began to graduate from college," he said. "Professional schools do somewhat better, since they offer a quicker road to upper-middle classdom through law, business, and medical practice, the same route that other minorities have taken."

"In virtually every field, what you find are 2, 4, or 6 percent of enrollments are black. Blacks are not only finishing high school at low rates, but at the other end of the pipeline the number of blacks in the professional ranks is down dramatically and slipping," according to Mr. Haynes of the Southern University system.

He said the country may be witnessing "the last wave of blacks finishing graduate and professional schools."

Few Advanced Degrees

"In 1981, just four years ago," he said, "there was only one black American who received a Ph.D. in computer science. At the same time, there were only six who earned degrees in math and 28 in the physical sciences."

"We're moving from a society resting on a motorcar to a society resting on the computer, and the number of blacks who have Ph.D.'s in that field is negligible," Mr. Haynes added. "Today, rather than one, there may be more than 10, but the number is still small and frightening."

Hiring Practices

Mr. Haynes also cited institutional hiring practices as a key reason for the paucity of black faculty members on college campuses.

"Even when minorities and women are well qualified and recommended, they are not appointed for the job," he said.

A study conducted last year by Southeastern Missouri State University researchers indicated, he said, that among 10,000 applicants for positions in college and university administration, search committees recommended women 40 percent of time and minorities 27.8 percent of the time. But such applicants were only chosen 17 percent and 10.6 percent of the time, respectively.

College-Going Rates of Blacks, Hispanics Dropping

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from 2,789 to 2,503 students—and black enrollment dropped by 20 percent—from 1,953 to 1,566.

- In Michigan, black enrollment in all colleges and universities has been declining as a percentage of total enrollment since 1976. In that year, the 19,900 blacks enrolled accounted for 4.2 percent of total enrollment; in 1984, the 16,202 blacks enrolled made up 3.2 percent of the total.
- At Ohio's public colleges and universities, the number of black males in the freshman class dropped from 8,123 in 1980 to 6,938 in 1983. Total black enrollment in undergraduate and graduate school dropped from 18,654 to 16,589 over the three-year period.

At the same time, black enrollment at Ohio's community colleges increased from 12,310 to 17,860.

- In New York, a state experiencing large population increases among both minority groups, the number of Hispanic students attending colleges in the state university system rose 11 percent between 1980 and 1982, but black enrollments fell by 4 percent.

Thomas Annas, associate vice chancellor for institutional research for the State University of New York System said the situation improved dramatically between 1982 and 1984, however. With 85 percent of the enrollments tabulated, he said, black enrollments appear to be up 13 percent and Hispanic enrollments up 20 percent.

- Although black and Hispanic enrollments have "been improving" at the University of Texas, Austin, they still represent only about 12 percent of the school's total enrollment, in a state in which 35 percent of the population belongs to one of the two minority groups. According to admissions officials, the school had 1,110 black students and 3,873 Hispanics in 1980; today, there are 1,582 blacks—3.29 percent—and 4,164 Hispanics—8.67 percent—out of a total student body of 47,900.
- In Pennsylvania, Donald K. Marsh, associate director of admissions and coordinator of minority recruitment at Franklin and Marshall College, alarmed when the number of blacks in the school's freshman class dropped by more than 50 percent this year, surveyed other small, private Pennsylvania institutions and found "there was only one" showing an increased enrollment of blacks.

Return of 'Benign Neglect'

"All of us acknowledge the ideal of integration," said the Rev. Timothy S. Healy, president of Georgetown University and chairman of the American Council on Education, at a joint meeting of the A.C.E. and the National Association of State Universities and Land-Grant Colleges last November, "but our zeal for keeping access open and for working at the integration of faculties has slipped. In some institutions it has disappeared."

Cuts and changes in student aid programs have undoubtedly affected the college-going rates for blacks and Hispanics, researchers say.

The AASCU study, for example, showed that over the last decade the median incomes of Hispanic and black families, as a percentage of white family income, have fallen by 66 percent and 55 percent, respectively.

Brown University's administration building was occupied in 1975, an era of frequent protests.

JOHN FORASTE / BROWN UNIVERSITY

It also found that student aid paid a smaller share of costs for black students in 1983 than in 1978, and that over the same period "white students increased their use of student aid to a greater degree than did minority students.

During the same period, college costs grew by about 10 percent annually; this year, costs at private colleges average $9,000 and those at public institutions average $5,000.

But many feel that what the Ford Foundation commission characterized as the "benign neglect or indifference" of some educators may be as important a factor as increased costs and declining aid in the enrollment slide.

Minority groups no longer have the leverage of societal pressure to force expansions in minority recruitment and institutional aid programs, said Southern University's Mr. Haynes.

That underlying attitudinal change—what one study calls a national "mood shift"—is compounded by financial exigencies on campus and the need to respond to education-reform goals that place "excellence" above equity.

"I think a lot of schools take the easy way out now and go back to traditional areas of recruiting—the suburban, middle-class white," said Karl Furstenberg, dean of admissions and financial aid at Connecticut's Wesleyan University.

Failures of the 1960's

Reginald Wilson, director of the American Council on Education's office of minority concerns, attributes part of the current slow-down in minority-recruiting efforts to the backlash created by attempts in the 1960's and 70's to "literally drag minority kids off the streetcorner and put them in college."

"Students were brought in at the academic margin, without much thought given to how they could adjust," said Sammie T. Robinson, the assistant director of admissions at Maine's Bowdoin College. "A lot dropped out, returned home, or transferred—the attrition rate was quite high."

The nationwide movement for higher admissions standards, which has reached all the way to the community-college level in some states and touched such public institutions as Ohio State University, which formerly required only residency and a high-school diploma, has reduced the pool of black and Hispanic students eligible for college, many educators say.

But others charge colleges with using what one black educator calls "the smokescreen of higher standards" as an excuse for not bolstering minority enrollments.

The C Student

Colleges "all want that five percent" of minority students who rank at the top of their class, said James Evans, administrative assistant for guidance in the Detroit school system. "Five years ago, when they had support systems, they'd say, 'Give us the C students and we'll take care of the rest.' Today, nobody is asking for the C student."

Samuel M. Kipp, a research specialist for the California Postsecondary Education Commission, said the University of California System's stringent entrance requirements leave only 3.6 percent of the state's black high-school graduates and 4.9 percent of Hispanic graduates even eligible for admission, compared with 15.5 percent of white students and 26 percent of Asian-Americans.

Only 10.1 percent of blacks and 15.3 percent of Hispanics are eligible for admission to the California State University System, he said, compared with one-third of white and half of Asian-American graduates.

These statistics suggest, Mr. Kipp said, that California educators are "sitting on a time bomb."

Taking Risks

College admissions officers say they continue to "take risks" on borderline minority students, but many, like Michael Reed, assistant director of admissions and alumni relations at Williams College, say there is a point beyond which the risk is counterproductive. "We don't want to take too many below what we think is the survival threshold," according to Mr. Reed.

But the uncertain financial-aid picture, clouded each year by proposals by the Reagan Administration to eliminate programs and impose ceilings on the amount students can receive, is causing even the academically able minority student "to pause in deciding whether to go into higher education," said Mr. Haynes.

While less than 10 percent of white Americans live below the government's official poverty line, one-third of black Americans and 27.2 percent of Hispanic Americans do.

Yet, according to the AASCU study on student aid and minority enrollment, aid to white students between 1978 and 1983 increased by a greater percentage than aid to either minority group. In fact, aid to black students decreased by 4.7 percent during the five-year period.

The study attributed the differential to the fact that whites in general attended more expensive institutions and the bulk of federal aid programs shifted during the period from entitlements to loans that largely benefited middle-income families.

Low-Cost Institutions

Barry Beckham, professor of English at Brown University and editor of *The Black Students' Guide to Colleges*, said minority students are not "getting the message that aid is available" and that their parents "panic" when they see the price tag of a college education.

"The parents did not go to college," he said. "They are often blue-collar workers who ask how in the world their kids can go to college when expenses are $15,000 per year, which is as much as they made last year. They question it, even though they just sat down with a financial-

Tracking the Situation: 'We Just Don't Have Adequate Data'

Many of the recent studies on the status of minorities in higher education contain a caveat about the incomplete, incompatible, or simply inadequate data available on the subject.

From the 1982 final report of the Ford Foundation's Commission on the Higher Education of Minorities: "Most sources of data used in this project were seriously flawed; in certain instances, data pertaining to a given issue were simply not available."

From the American Council on Education's 1984 Third Annual Status Report on Minorities in Higher Education: "We do *not* now have enough facts at hand to learn what happens to minority groups in American education."

Results Skewed

Researchers in the field complain, for example, that few studies break the figures for Hispanic students into such sub-groupings as Cuban-Americans, Mexican-Americans, and Puerto-Rican Americans, even though the subgroups vary widely in income levels, cultural influences, family life, and other factors that may skew the aggregate statistical results.

Others charge that the inclusion of Asian-Americans in overall school data for minorities often masks the depth of the educational problems encountered by blacks, Hispanics, American Indians, and others. As a senior research scientist from the Educational Testing Service put it at this month's annual meeting of the American Educational Research Association, because of their uniformly high academic achievement "Asians have been made honorary whites in most statistical analyses."

Effort Seen Waning

But what most worries researchers and others concerned about the status of minorities in education is the sense that society's effort to monitor the situation is winding down.

"What many of us in the education community have felt is that there is not a strong desire to have racial-ethnic data published because it could easily refute the Reagan Administration's contention that it is doing a decent job with respect to minorities," said one minority-affairs officer at a Washington-based higher-education association.

In fact, publication of the only comprehensive national information on postsecondary enrollments—the National Center for Education Statistics' campus-by-campus data with racial-ethnic breakdown, collected biennially through the center's Higher Education General Information Survey (H.E.G.I.S.)—has been running so far behind schedule in recent years that, according to many college officials interviewed, it is no longer useful as a monitoring device.

Moreover, recent news reports indicate that the Administration has proposed making sharp reductions in all government data collection, requiring that all federal agencies justify to the Office of Management and Budget that all such statistical compilations are "essential to their mission," not duplicated by private sources, and cost-effective.

Data Collection 'Burdensome'

Already, the O.M.B. has ordered the Department of Housing and Urban Development and the Veterans Administration to stop keeping track of the racial and ethnic characteristics of benefit recipients because, as an O.M.B. spokesman told *The Washington Post*, some required forms were "burdensome" and others "were not consistent."

Last fall, the Council of Chief State School Officers and the NAACP Legal Defense Fund criticized the U. S. Education Department's office for civil rights for delaying the distribution of the government's biennial civil-rights survey of school districts and for making changes in the survey that, they contend, will make its results less useful. *(See Education Week, Sept. 2, 1984.)*

Similar charges have been leveled by civil-rights groups at the O.C.R.'s monitoring of the progress of 17 states in meeting the requirements growing out of a 1962 U. S. Supreme Court ruling requiring them to integrate their systems of higher education.

But the decline in the close monitoring of minority educational attainment extends beyond the federal level and includes local schools and school systems—places where previously a feel for the progress minority graduates were making through the educational pipeline was considered a necessary gauge for assessing overall effectiveness.

Officials in some of the nation's largest districts, including New York, Los Angeles, and Philadelphia, said this month that they do not collect data on how many of their minority graduates go on to postsecondary education.

Importance of Data

Yet, said Milton Binns, senior associate at the Council for Great City Schools, "If school districts are to have a clear understanding of what improvements are being made or need to be made," gathering data on college-going rates must be "an integral part of strategic planning."

He said some districts—such as Atlanta, Boston, and Milwaukee—have made great strides in using college-going rates as indicators of school improvement. Others, he said, have not adequately linked those rates with their reform goals.

Of the districts that do track college-going rates, some collect "questionable" data, he added. They ask students what college they intend to go to but do not check to see if the students actually enroll or how well they fare in college. "There is often no follow-up," said Mr. Binns.

—S.R. & J.R.S.

aid officer who explained everything. They wonder: 'Why can't Joe just go to one of those computer schools, which are hot.'"

The impulse to channel black and Hispanic students toward vocational training rather than four-year colleges, is not limited to financially strapped parents, however.

A recent University of Chicago study prepared for the Illinois Senate concluded that, instead of promoting upward mobility, the predominately minority Chicago school system "reflects and sometimes reinforces the underlying inequities of the society of metropolitan Chicago."

In particular, the report showed that poor and minority students in Chicago, partly by virtue of the residential segregation that clusters them in areas with the fewest resources, tend to be "channeled" into community colleges and the least selective four-year institutions.

"For students in minority neighborhoods in Chicago, the black community colleges serve as segregated neighborhood colleges strongly connected with a system of separate and unequal education that proceeds from elementary school through college," the study said.

Gary Orfield, the professor of education and political science who directed the study, said low-income and minority students tend to be in schools and districts where curricula are inadequate and the school environment itself is a deterrent to college.

"Only a fraction of those schools offer a college-preparatory program," he said. Moreover, the schools "don't have physics teachers, foreign-language teachers, don't give entrance exams. There is inadequate counseling, large class sizes, fewer teachers with advanced degrees, most of whom came out of colleges that have least competitive student bodies."

Linda Darling-Hammond, senior social scientist at the Rand Corporation and author of the recent College Board report on blacks in higher education, found that high numbers of black high-school students are not taking the courses that will enable them to succeed in—or even enter—college.

In 1981, black students took fewer years of advanced coursework in mathematics, physical sciences, and social studies than their white peers. While they were as likely to study at least three years of mathematics, "they were much less likely to have taken algebra, trigonometry, or calculus," Ms. Darling-Hammond said. "Their years of coursework must have been concentrated in areas like general math or business math."

Some 35 percent of Hispanic high-school students nationwide are enrolled in vocational education courses, according to a report from the Hispanic Policy Development Project released last December. Another 40 percent are enrolled in the general-education track. By the time they graduate, Hispanic students have taken fewer academic courses than any other student group, the study noted.

Though the high-school dropout rate for blacks has improved steadily since the end of the last decade, for both blacks and Hispanics the rate is still high. According to the final report of the Commission on the Higher Education of Minorities, the dropout rate for blacks is about 28 percent, compared with a 17 percent rate for whites. Some 45 percent of Mexican-American and Puerto Rican students never complete high school, and this attrition begins in junior high, the report noted.

Poor Attitudes

Many observers suggest that both the dropout problem and the low college-going rate for these minorities are rooted in personal attitudes that are extremely negative.

Unpublished data from the 1983-84 National Assessment of Educational Progress provide new evidence to support this belief.

According to Richard P. Duran, associate professor in the University of California at Santa Barbara's graduate school of education, the data show that many minority students begin to take a dim view of their chances of finishing high school and attending college as early as the 4th grade.

"More emphasis has to be placed on boosting students' self-esteem; there needs to be encouragement, role models, and proper guidance," according to Mr. Beckham.

"The problem is frightening," said Mr. Orfield. "In this era of economic transformation, there will be no jobs for people without skills. Yet it is almost impossible for most black and Hispanic students, who make up 85 percent of students in Chicago, to get ready to go to college and get the higher-order skills that lead to better jobs."

Lawmakers Approve Increases in Education Aid

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loan. The money will be distributed to localities in grants for the construction and renovation of school buildings.

MISSISSIPPI

Nearly 65 cents out of every dollar in Mississippi's general-revenue fund will be used to support education in fiscal 1986, according to C. Jack Gordon, chairman of the legislature's Senate Education Committee.

The legislature, which adjourned last week, approved approximately $588 million in state spending for education in grades 1-12; $60 million for two-year colleges; and $165-million for institutions of higher education, Senator Gordon said. Last year's education budget totaled $564 million.

Last month, the legislators overturned a gubernatorial veto and passed a three-year, $4,400 pay raise for the state's teachers to end a series of wildcat strikes. *(See Education Week, March 27, 1985.)*

Legislators also approved Gov. William A. Allain's proposal to create a trust fund for elementary, secondary, and vocational education, financed with taxes on oil and gas found on state-owned property.

The Governor proposed the fund because tax revenue previously slated to support the Education Reform Act of 1982 was channeled into other state operations during the recent recession, and the Governor feared that pattern would continue unless a special education fund was set up, according to an aide. Voters will have to pass a constitutional amendment in the next election before the fund can be established.

The education budget for the coming year includes $10 million to fund reading aides in grades 1 through 3 and $5 million to fund optional, full-day kindergarten programs, both of which are required under the Education Reform Act.

But lawmakers voted to put off indefinitely the consolidation of schools and districts that was called for under the act. Senator Gordon said that a plan from the state's Education Finance Commission to reduce the number of districts from 154 to 92 created too much controversy and that the legislature decided consolidations could best be handled during the school-accreditation process.

Legislators also voted to create a school for students who are gifted and talented in mathematics and science at a cost of $496,000 in fiscal 1986. Governor Allain was expected to veto that bill.

The Governor's proposal that the state require criminal and background checks for child-care employees passed in the Senate but died in the House, according to Senator Alan M. Heflin, a member of the public health and welfare committee.

NORTH DAKOTA

The North Dakota Legislature concluded its biennial session this month after approving two major education-related measures and defeating three new proposals.

The legislature approved a $418-million appropriation for elementary and secondary education in the 1985-87 biennium, according to Joseph C. Linnertz, a spokesman for State Superintendent Wayne Sanstead. This represents a 7.2-percent increase over the 1983-85 appropriation.

The appropriation fell midway between the $411-million request of George Sinner, the state's new Democratic Governor, and the $425-million proposal of the outgoing Republican governor, Allen I. Olson.

The legislature also approved money to fund a new position for a state-level coordinator of chemical-abuse education in the schools. Lawmakers provided $150,000 for the post, which will be part of the state department of public instruction. The coordinator will work with other state agencies on developing a plan for drug- and alcohol-abuse education.

A number of bills were roundly defeated, including a proposal by Governor Olson to create eight regional technical-assistance centers for schools. The centers would have replaced the existing 53 county-level school superintendents' offices. The proposed bill was defeated 93 to 5.

Lawmakers also voted down a measure to increase the number of school days per year from 180 to 185.

Another proposal that was introduced by Governor Olson would have created an inservice-training center for administrators. It was defeated by a vote of 100 to 1.

"There was an across-the-board feeling that with only x number of dollars, the legislature would rather put the money into programs we have now than spread too few dollars too thin," Mr. Linnertz said.

Coordinated by Anne Bridgman, with reporting by Linda Chion-Kenney, Lynn Olson, Sheppard Ranbom, and Pamela Winston.

G.A.O. Completes Asbestos Report

Continued from Page 10

G.A.O. said that local, state, and E.P.A. officials interviewed for the study recommended:

- State certification programs for asbestos contractors and consultants;
- The creation of an independent governmental unit, with a cadre of trained inspectors, to monitor and inspect abatement actions;
- The provision of better technical guidance and assistance to school districts, including more information about asbestos hazards and remedies;
- The establishment of a definitive standard to identify when asbestos is hazardous enough to be abated (a standard that the E.P.A. has refused to provide in the past); and
- An increase in federal funds for abatement activities.

The E.P.A. is currently developing a model state program for certifying contractors and contractors' employees, as well as guidelines for districts to use in determining a contractor's ability to abate asbestos hazards. However, the program will not certify consultants and will not be mandatory for states.

The agency is also updating its technical-assistance documents about asbestos-related problems. Some 50 percent of the E.P.A.'s regional staffs, 70 percent of school-district officials, and 85 percent of state officials surveyed did not believe that those documents provide sufficient information in and of themselves to make decisions about asbestos problems.

The E.P.A. is also increasing its technical-assistance staff from 10 in fiscal 1984 to 23 in fiscal 1985 and is increasing its financial commitment to the American Association of Retired Persons, which will hire and train technical advisers, from $500,000 in fiscal 1984 to $1 million in fiscal 1985.

In addition, the agency has established three information and training centers about asbestos—at the Georgia Institute of Technology, Tufts University, and the University of Kansas. The centers will provide courses for asbestos-abatement workers, for those who must make policy decisions about asbestos, and for the general public.

Limitless Needs

Meanwhile, the agency is sorting through some 1,090 applications for the asbestos-abatement funds available under the Asbestos School Hazard Abatement Act, which was passed by the Congress last year.

According to Michael M. Stahl, who is running the loan and grant program, the applications describe some 7,900 individual abatement projects in 4,800 schools.

Applications are being divided into six categories, based on the degree of hazard posed by the asbestos in the school buildings, Mr. Stahl said. In the top hazard category alone, which includes between 1,100 and 1,200 abatement projects, the cost of the abatement work exceeds $70 million.

On-Site Inspections

Mr. Stahl said the agency now is verifying the data in the applications and is "not close" to having a total dollar figure for the amount of money requested by schools.

The agency has not yet decided whether it will ask the Congress for additional money under the law, he said. The Congress and President Reagan authorized the expenditure of $600 million over seven years for grants and loans to help schools abate asbestos problems.

The new program was intended to cover half of the $1.2 billion that the federal government had anticipated asbestos-abatement projects in schools would cost nationwide. That figure has now increased to about $3. billion, according to the most recent E.P.A. estimates.

Between April 15 and May 3, members of the E.P.A.'s regional offices will conduct on-site inspections of projects described in the applications, especially those in the top hazard category, Mr. Stahl said. He added that if a school is not inspected, "it doesn't mean they're not getting funded."

The agency hopes to announce the awards by June 6.

Industry Urged To Supply Day Care

Continued from Page 8

man-La Roche Inc., in New Jersey, said the benefits to companies that provide such services include reduced absenteeism and employee turnover, an improved ability to attract and retain skilled labor, and improved productivity and employee relations.

Calling day care "the issue of the 1980's," Mr. Silverman said corporations may find it more costly in the long run to ignore the need.

Arnold Hiatt, president and chairman of the board of Stride Rite Corporation, which has provided on-site day care for 14 years, agreed. Stride Rite spends $4,000 a year on each child in its day-care facility, he said. In comparison, the state of Massachusetts, where the corporation is located, spends $29,000 a year to keep a teen-ager in a juvenile-detention center.

"Day care is a right that every child is entitled to," Mr. Hiatt said. "It should be a constitutional right."

About 1,800 of the nation's 6 million corporate employers now provide day care for their employees, according to Dana Friedman, senior research fellow for the Conference Board, a New York-based research organization whose members are corporations.

Schools' Place

Although conference participants failed to reach a consensus on the role of the public schools in providing day care, they agreed that schools should be utilized to some extent to help fill the growing need for child care.

Ms. Friedman pointed out that school-sponsored child care is "worth considering" since schools are easily identifiable and generally seen as trustworthy. But she noted that parents in rural communities are more likely to view schools in a positive light than parents in urban areas.

Governor Clinton suggested that schools serve as one among many providers of child care, with employers, community groups, churches, and other groups providing other facilities.

Governor Kean agreed. "No single sector of society can do this alone," he said. "Working together, this is a problem that can and will be solved."

R4800-2

TEACHER SHORTAGE

A nationwide shortage of teachers in mathematics, physics, chemistry, data processing, and computer programming continues, according to a national survey, and the job market for teachers is expected to improve in the next few years.

See Databank on Page 12.

DOLLAR SHORTAGE

The momentum of the national school-reform movement is continuing, but leaders of the school-finance community warn that funding for the state mandates is not flowing as expected and education will have to struggle to stay even.

See Page 6.

RESEARCH SHORTAGE

A panel of prominent educators studying the Education Department's research functions has called for more research to define a common core of knowledge, more studies of education abroad, and more coordination of research efforts.

See Page 9.

EDUCATION WEEK

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Court To Decide Constitutionality Of Voluntary Affirmative Action

By Tom Mirga

WASHINGTON—The U. S. Supreme Court agreed last week to decide whether the Constitution permits teachers' unions and school boards to agree voluntarily to set aside the seniority rights of white teachers in order to preserve the jobs of less senior minority teachers in times of layoffs.

The Court's decision to hear *Wygant* v. *Jackson Board of Education* (Case No. 84-1340) marked the first time in recent years that it has agreed to review the use of affirmative-action procedures by school officials.

During the past two years, the Justices have declined to hear three similar cases involving race-conscious layoff policies for teachers in Boston, Buffalo, and Kalamazoo, Mich., and a fourth case involving involuntary teacher transfers in Philadelphia. The employment practices were upheld by lower courts in the Boston, Buffalo, and Philadelphia cases; the Kalamazoo policy was invalidated.

Constitutional Implications

The decision also marked the first time the Court has agreed to rule on the constitutional implications of such affirmative-action agreements. Prior rulings by the Court, including its controversial holding last year in a case brought by white Memphis firefighters, rested on interpretations of Title VII of the Civil Rights Act of 1964.

Spokesmen for the Equal Employment Opportunity Commission and the Education Department's office for civil rights said neither agency keeps statistics on the number of school districts nationwide that practice some form of affirmative action in employment.

Although the precise number might not be known, "quotas and other racial preferences are pervasive in the police and firefighter context and they are rapidly spilling over into education," said one of the lawyers representing the 10 white Jackson, Mich., teachers who filed the lawsuit accepted by the Court.

The Reagan Administration has not filed

Continued on Page 16

CLASH: Eileen Gardner and Lawrence A. Uzzell (above), new aides to Secretary Bennett (left), resigned last week after controversial appearance at Senate hearing.

2 Bennett Aides Quit Amid Furor Over Their Views

Article on Handicapped Sparks Angry Reactions

By James Hertling

WASHINGTON—Eileen M. Gardner and Lawrence A. Uzzell, senior advisers to Secretary of Education William J. Bennett, resigned without comment last Thursday following a clash with the chairman of a key Senate panel, who called their views on laws for the education of the handicapped "offensive."

While serving as an education-policy analyst at the Heritage Foundation, Ms. Gardner wrote that federal special-education laws "have selfishly drained resources from the normal school population." She criticized the handicapped for lobbying for federal aid, claiming that by doing so they seek "to avoid the central issues of their lives."

Mr. Uzzell, as the head of a private education-research firm called Learn Inc., had advocated the abolition of all federal educa-

Continued on Page 11

Farm Belt Schools Begin To Feel Pinch Of Worsening Economic 'Depression'

By J. R. Sirkin

In 1972, when Kansas implemented a school-finance equalization formula, John Bottom was one of its staunchest critics.

Like equalization formulas in other states, the one in Kansas was designed to help poor, primarily urban districts, not the sprawling, land-rich agricultural areas of the state, like Beloit, where Mr. Bottom serves as superintendent of schools.

For nearly a decade, that's exactly how it worked. Until three years ago, Beloit, a relatively wealthy district in north central Kansas, didn't receive one penny from the state through the equalization formula.

Then, almost overnight, everything changed, as the farm boom of the 1970's gave way to the crisis of the 1980's. Declining exports, high interest rates, and lower inflation combined to cut into the value of farm property throughout the 12-state farm belt, reducing farmers' wealth and increasing their opposition to local taxes that support schools.

Each of the last two years, when Mr. Bottom went before the local school board, he

Continued on Page 17

NCATE Plan Praised, But Some Criticize Its Cost, Standards

By Cindy Currence

Deans of education schools said last week that the impact of tough new standards headed for adoption by the dominant national accrediting organization for teacher-training programs would amount to "business as usual" at their institutions.

But they also said the proposed standards, if adopted, will have a dramatic impact on improving the quality of teacher preparation nationwide.

Others said they object to some of the proposed standards and criticized the National Council for Accreditation of Teacher Education for "trying to move too fast." They called the proposed NCATE standards "unrealistically" high, expensive, and shortsighted in light of the impending teacher shortage.

"We need a whole lot more time to look at some of the changes that are being proposed," said Edell M. Hearn, dean of the

Continued on Page 13

A Question of Free Speech and 'Free Riders'

Agency Shop: Individual Freedom Versus Collective Interest

By Tom Mirga

A dozen years ago, John H. Miller, a teacher from Uniontown, Ohio, gave up his membership in the National Education Association local that represents teachers in his school district, having concluded that the association's activities were at odds with his beliefs as a conservative Mennonite.

It wasn't until last year that his decision became a matter of contention. The N.E.A. local, citing a liberal new state law on collective bargaining for public employees, demanded that Mr. Miller pay a fee in lieu of dues. The dispute is now before state labor authorities.

Explaining that the payment of such fees "would do violence to my conscience," Mr. Miller, who at 46 years old is six years away from retirement, says he would have "no choice but to quit teaching" if state officials order him to pay.

Sharon York and Richard Lee, nonunion teachers in Bloomington, Ind., also object to paying fees to the N.E.A., but for different reasons.

"I'm not a factory worker dealing with inanimate objects. I deal with kids," says Ms. York, a 38-year-old mother of two who has been teaching in elementary schools since 1971. "Unions frighten me. I know they do some good things but they frighten me."

For Mr. Lee, a self-described "free-market libertarian" who has taught Spanish in Bloomington high schools for 16 years, it is a matter of "supporting a group that I absolutely oppose on many issues."

"In a sense I am being forced to arm the enemy," says Mr. Lee. "I sincerely believe that the positions that the N.E.A. takes on many issues are destructive. After the 1982 congressional elections, they said they were saddened by the New Right's political clout. I don't want to pay for the publication of that garbage."

The three Midwestern teachers—all of whom quit their local teachers' associations

Continued on Page 14

IN SUMMARY

Felony Case in Connecticut
Lawyers for Hartford parents facing felony charges for illegally enrolling their children in a neighboring school system say they will base their defense on "constitutional issues." Story on Page 5.

Mandates Without Money
Leaders of the school-finance community have warned colleagues that the states are not appropriating funds adequate to fully implement the many reforms being legislated. Story on Page 6.

When Much Isn't Enough
The New York legislature has approved nearly a half-billion dollars in new funding for schools, but some school officials say that still will not fully fund the state's "Action Plan." Story on Page 8.

When Change Isn't Reform
Gov. John Carlin has vetoed a school-finance bill that he argues will not give schools enough latitude to raise money for educational improvements, including salary increases. Story on Page 8.

Research Deficit?
A blue-ribbon panel advising William J. Bennett on the Education Department's research functions calls for more studies on curricula and education systems in foreign countries. Story on Page 9.

Information 'Deficit'?
Librarians visited the Capitol last week to warn lawmakers that cutting funds for library services to solve the budget deficit would create a "cultural and educational deficit." Story on Page 9.

For the Record
An exchange of letters and an excerpt from testimony at a Senate hearing illustrate the clash last week between aides in the Education Department and Senator Lowell Weicker. Story on Page 10.

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THE WEEK

FEDERAL

Bell Criticizes Proposed Aid Cuts

Terrel H. Bell, secretary of education during President Reagan's first term, has criticized the Administration's proposed cuts in aid to college students, saying they constitute an "unwitting assault on the nation's colleges and universities."

Writing in the *New York Times* spring survey on education April 14, Mr. Bell said that proposals to cut federal loan and grant programs "would result in the transfer of thousands of students from private to public institutions. For this reason, the higher-education package flies in the face of the arguments advanced by the Reagan Administration that Government policy should encourage the private sector to do more so that government can do less."

Although Mr. Bell wrote his article before the Administration agreed—in negotiations with Senate Republicans—to new, higher aid limits, he told the *Times* in an interview that he stood by his main points. The latest proposal would bar aid to families with incomes over $60,000 and limit to $8,000 the college costs that would be taken into account in calculating students' needs.

In the interview, Mr. Bell also criticized his successor, William J. Bennett, for not disputing the proposed cuts—made by the Administration's budget director, David A. Stockman—which were "advanced in earlier years . . . but were easily shot down in the Administration because they were so obviously harmful" to both students and schools.

E.D. Official Hints Fees-Bill Support

Madeleine C. Will, assistant secretary of education for special education, said last week that the Administration "would like very much to support legislation that would award legal fees" in special-education cases, despite its opposition to the bill now before the House Education and Labor Committee.

Commenting during a hearing of the Senate Appropriations Subcommittee for the Education Department on her office's proposed fiscal 1986 budget, Ms. Will suggested, without elaborating, that the Administration opposed only the specific bill now under consideration.

Meanwhile, the House committee postponed its scheduled vote last week on the measure.

The vote was postponed because of disagreements among lobbyists and committee members about key provisions in the bill, Congressional sources said.

The awarding of lawyer's fees became a matter of concern last year when the U. S. Supreme Court ruled that parents who win cases under P. L. 94-142—the Education for All Handicapped Children Act of 1975—could not win legal fees. *(See Education Week, April 10, 1985.)*

The panel's Subcommittee on Select Education had approved the measure, H R 1523, with two controversial amendments—opposed by the Administration but favored but most advocacy groups for the handicapped—that have stalled its progress: one that would permit the awarding of legal fees at both administrative and judicial proceedings—rather than only at the latter—and another that would incorporate current regulations on the rights of all handicapped individuals into the bill.

NATIONAL

China and the U.S. Exchange Teachers

The United States is swapping high-school teachers with the People's Republic of China as part of a program that its organizers say is the first of its kind.

A.F.S. International/Intercultural Programs (formerly the American Field Service), an organization that sponsors intercultural exchange programs for students in 69 countries, claims it is the first nongovernmental organization to negotiate an exchange for secondary teachers with the Chinese Ministry of Education.

The program has brought 52 Chinese secondary teachers of English to the United States over the past three years, but the first four American teachers to take part in the exchange arrived in China in February, according to Lynn M. Sanborne, a spokesman for A.F.S.

The American teachers, who will remain in China for six months, are studying the Chinese language and culture, and teaching English to Chinese teachers, Ms. Sanborne said.

The program is also unprecedented, according to the A.F.S., because for the first time educators from the Chinese mainland are teaching in American high schools and living with families during their stay. Currently, 28 Chinese teachers are in this country as part of the exchange. China has agreed to expand the program by allowing summer exchanges of high-school teachers, perhaps as early as 1986, Ms. Sanborne said.

STATES

Washington Passes Bill Liberalizing Home Schooling

A bill that will loosen the state's policy toward home schools was approved by Washington lawmakers last week and is expected to be signed by Gov. Booth Gardner.

The bill, SSB 3279, will amend the state's compulsory-education laws to "recognize home schooling as one appropriate way for children to be educated," according to Judy L. Hartmann, administrative assistant to the state superintendent for governmental liaison.

Essentially, the state is abandoning its "feeble efforts to enforce the mandatory-attendance act, on the assumption that children will receive viable educational experiences at home," according to one state education official.

Under the terms of the bill, parents must notify local school districts of their intention to teach their children at home. The parents must provide instruction in the same basic skills required for public-school children and also keep immunization and testing records.

Parents who operate home schools must either have had a year of college study, or proof they have attended a home-school program offered by a postsecondary institution, or be deemed "otherwise qualified to teach" by the local school superintendent.

In lieu of these requirements, however, parents may have a certified teacher supervise their home-school program, meeting with the home pupils for at least four hours each month to examine their progress.

The bill includes a stipulation that standardized achievement tests be administered annually to home-educated children. If a deficiency is discovered, the parents must make good-faith efforts to remedy the problem or risk having their "school" closed.

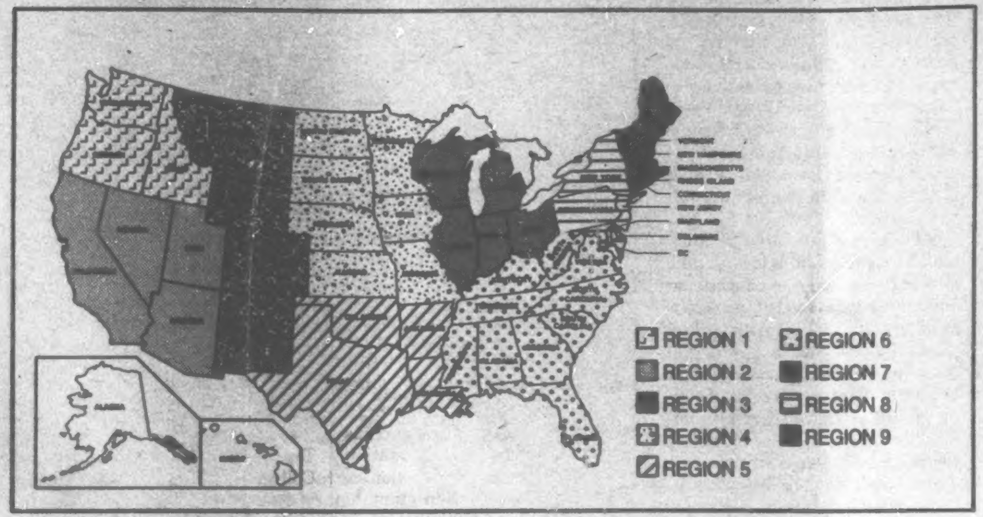
The legislature has yet to act on a related issue—guidelines for the approval of unaccredited Christian academies that do not recognize government control of education. It will probably take up the matter in its next session, which begins in January.

Illinois Management Groups Advocate District-Level Control

A coalition of Illinois school-management organizations led by the Illinois School Boards Association has announced a school-reform plan

DATABANK

Teacher Supply/Demand by Field and Region



These tables are based on a survey of 60 university teacher-placement officials representing all regions of the country. It is an opinion survey, reflecting the best estimates of the respondents, and was conducted by James N. Akin, of the Career Planning and Placement Center at Kansas State University. Mr. Akin has conducted similar surveys each year since 1976 for the American Association for School, College, and University Staffing, a 700-member organization of placement and personnel officials.

REGION Field	Alaska	Hawaii	1	2	3	4	5	6	7	8	9	Continental United States 1985	1984	1983	1982	1981	1980	1976
Agriculture	4.00	3.00	3.50	2.50	2.67	3.33	3.67	3.00	3.50	2.88	—	3.11	2.44	4.22	4.36	4.48	4.75	4.00
Art	2.00	2.00	1.60	1.29	1.60	2.43	3.13	2.00	1.83	2.00	2.00	2.04	1.69	1.92	1.84	2.00	2.45	2.14
Bilingual Education	3.00	4.00	4.50	4.14	3.75	4.25	4.29	4.67	4.75	3.50	3.50	4.12	4.04	3.83	4.13	4.10	4.21	—
Business Education	3.00	3.00	2.80	3.50	3.33	3.29	3.00	3.25	3.50	4.00	3.00	3.32	3.11	3.24	3.47	3.50	3.80	3.19
Computer Programming	3.00	—	4.40	4.50	4.00	4.17	4.58	4.75	4.67	4.29	4.00	4.37	4.34	—	—	—	—	—
Counselor-El.	2.00	4.00	4.50	2.43	3.10	3.67	2.86	2.50	3.67	2.50	2.83	3.05	2.80	3.03	2.72	3.05	3.38	3.15
Counselor-Sec.	4.00	4.00	4.50	2.57	3.10	3.83	2.71	2.50	4.00	2.50	2.67	3.08	2.67	2.83	2.79	3.13	3.76	2.69
Data Processing	3.00	3.00	4.60	4.33	4.00	4.20	4.20	4.50	4.33	4.25	4.00	4.30	4.18	4.36	3.86	4.35	—	—
Driver's Ed.	3.00	3.00	3.20	2.00	3.00	2.20	2.57	2.67	2.80	2.50	2.67	2.65	2.61	2.94	2.77	2.87	2.98	2.44
Elementary-Primary	3.00	2.00	2.40	3.29	2.67	2.00	3.25	3.00	1.83	2.50	2.00	2.57	2.13	2.11	2.02	2.24	2.77	2.78
Elementary-Inter.	3.00	2.00	2.40	3.29	2.67	2.00	3.25	2.60	2.33	2.50	1.50	2.53	2.28	2.11	2.26	2.29	2.84	1.96
English	4.00	4.00	3.10	3.14	2.79	3.29	3.75	3.25	3.33	2.88	2.60	3.14	3.13	2.90	3.21	3.37	3.51	2.05
Health Ed.	2.50	2.00	1.40	1.50	2.80	2.67	2.13	1.33	2.00	2.25	2.00	2.06	1.90	1.76	1.90	2.24	2.17	2.27
Home Economics	4.00	3.00	3.33	4.00	3.13	2.60	2.50	2.50	2.67	2.67	2.33	2.79	2.43	2.44	2.43	2.54	2.85	2.82
Industrial Arts	3.33	4.00	3.67	3.80	2.88	3.00	4.00	4.00	4.00	4.33	4.25	3.85	3.93	3.96	4.29	4.72	4.77	4.37
Journalism	3.00	3.00	1.75	3.33	3.33	3.50	2.63	1.75	3.33	2.80	2.00	2.74	2.60	2.63	2.61	2.77	2.98	2.86
Language-French	3.00	3.00	3.25	2.57	3.50	3.57	3.57	4.50	4.00	3.00	2.20	3.31	3.00	2.59	2.49	2.54	2.68	2.15
Language-German	3.00	3.00	3.00	2.43	3.60	3.57	3.14	4.00	3.33	3.00	2.20	3.11	3.08	2.51	2.48	2.58	2.70	2.03
Language-Spanish	3.00	3.00	3.60	2.71	3.40	3.43	3.75	5.00	4.17	3.13	2.40	3.43	3.18	2.77	2.68	2.95	3.34	2.47
Library Science	4.00	4.00	3.00	3.00	3.50	3.86	4.00	3.75	3.50	3.00	3.00	3.49	3.30	3.09	3.12	3.31	3.58	—
Mathematics	3.00	4.00	4.50	4.86	4.29	4.43	5.00	4.60	5.00	4.29	4.50	4.71	4.78	4.75	4.61	4.79	4.80	4.80
Music-Instr.	5.00	3.00	4.20	3.29	3.50	3.71	3.38	3.00	3.30	2.17	2.80	3.29	3.38	2.97	3.28	3.30	3.65	3.04
Music-Vocal	4.00	2.00	4.00	2.71	3.50	3.14	4.57	2.50	3.33	2.17	2.50	3.19	3.00	2.89	2.95	3.05	3.32	3.00
Physical Education	2.00	2.00	1.20	1.67	1.42	1.33	1.88	2.00	2.00	2.38	1.60	1.75	1.81	1.54	1.72	1.80	1.62	1.74
Psychologist (school)	4.30	—	4.00	3.50	3.38	4.20	3.80	3.75	3.83	3.67	3.00	3.65	3.88	3.18	3.56	3.70	3.87	3.08
Science-Biology	3.00	4.00	3.20	3.29	3.25	3.29	3.88	3.80	3.67	3.75	4.20	3.58	3.40	4.10	3.66	3.89	3.50	2.97
Science-Chemistry	4.00	4.00	4.20	4.43	4.08	4.14	4.63	4.60	4.67	4.50	4.50	4.42	4.25	4.30	3.13	4.42	4.18	3.72
Science-Earth	2.00	4.00	3.60	3.43	3.40	3.50	4.00	4.00	3.50	4.13	4.60	3.79	3.70	3.80	3.89	4.08	3.64	3.44
Science-General	3.00	4.00	3.40	3.29	3.50	3.29	3.83	3.75	3.83	3.88	4.20	3.66	3.65	—	—	4.31	4.10	—
Science-Physics	4.00	4.00	4.40	4.43	4.42	4.71	4.43	4.50	4.83	4.63	4.80	4.57	4.45	4.46	4.41	4.56	4.28	4.04
Social Science	3.00	2.00	1.40	2.00	2.40	2.00	2.57	1.75	2.17	2.14	2.60	2.17	1.91	1.75	2.11	2.05	1.88	1.51
Social Worker (school)	—	—	2.67	2.67	3.50	3.00	2.40	1.00	3.40	2.75	3.00	2.81	2.33	2.27	2.34	—	—	—
Speech	2.00	2.00	2.20	2.80	3.13	2.86	2.75	2.33	3.17	3.29	3.67	2.91	2.70	2.51	2.76	2.85	2.50	2.46
Special-ED (PSA)	4.00	3.00	4.40	4.20	4.60	4.00	4.14	4.20	3.83	4.00	2.80	4.02	3.64	4.08	3.98	4.22	4.36	3.42
Special-Gifted	5.00	3.00	3.25	3.67	4.13	4.50	4.00	4.33	4.25	3.50	3.00	3.85	3.74	3.80	3.81	4.10	4.33	3.65
Special-LD	4.00	4.00	3.60	4.00	4.60	4.14	3.63	4.40	4.83	4.00	2.50	3.95	3.98	4.09	4.20	4.47	4.48	4.00
Special-MR	4.00	3.00	3.80	4.00	4.60	3.43	3.57	4.00	3.33	4.33	3.00	3.76	3.55	3.71	3.14	4.14	4.23	2.87
Special-Multi. Handi.	4.00	4.00	4.00	4.00	4.00	4.60	4.17	4.00	3.60	4.00	3.00	3.94	3.77	3.82	3.93	4.13	3.87	—
Special-Reading	4.00	3.00	3.80	3.14	3.75	3.17	3.71	3.75	3.50	3.50	2.50	3.39	3.48	3.39	3.73	4.21	2.23	3.96
Speech Path./Audiology	3.00	—	3.38	3.67	4.57	4.00	4.20	4.50	4.33	3.83	3.75	4.01	3.83	3.62	3.96	4.27	4.17	3.68
COMPOSITE	3.20	3.17	3.34	3.24	3.42	3.40	3.50	3.49	3.52	3.31	2.97	3.30	3.19	3.14	3.20	3.31	—	—

Regions are coded as follows: Alaska, Hawaii, 1-Northwest, 2-West, 3-Rocky Mountain, 4-Great Plains/Midwest, 5-South Central, 6-Southeast, 7-Great Lakes, 8-Middle Atlantic, 9-Northeast. Alaska and Hawaii are not included in the Continental United States totals.

5 = Considerable shortage, 4 = Some shortage, 3 = Balanced, 2 = Some surplus, 1 = Considerable surplus
— indicates data were not available
SOURCE: Association for School, College and University Staffing—James N. Akin

Relative Demand by Teaching Area and Year
Continental United States

	1985	1984	1983	1982	1981	1980	1976
Teaching fields with considerable teacher shortage ....(5.00-4.25):							
Mathematics	4.71	[illegible]	[illegible]	4.81	[illegible]	[illegible]	3.88
Science-Physics	4.57	4.45	[illegible]	4.41	[illegible]	[illegible]	4.04
Science-Chemistry	4.42	4.35	4.30	4.15	[illegible]	[illegible]	3.72
Computer Programming	4.37	4.34	—	—	—	—	—
Data Processing	[illegible]	4.18	[illegible]	[illegible]	—	—	—
Teaching fields with slight teacher shortage ....(4.24-3.45):							
Bilingual Education	4.12	4.04	3.83	4.13	4.10	4.21	—
Special Education (emotionally disturbed)	4.02	3.84	4.08	3.98	4.22	4.38	3.42
Speech Path./Audiology	4.01	3.83	3.62	3.95	4.27	4.17	3.88
Special Education (learning disabled)	3.95	3.98	4.09	4.20	4.47	4.48	4.00
Special Education-Multi. Handicapped	3.94	3.77	3.82	3.93	4.13	3.87	—
Special Education-Gifted	3.86	3.74	3.80	3.81	4.10	4.33	3.85
Science-Earth	3.79	3.70	3.80	3.89	4.08	3.64	3.44
Special Education (mentally retarded)	3.76	3.55	3.71	3.84	4.14	4.23	2.87
Industrial Arts	3.66	3.50	3.96	4.36	4.72	4.77	4.22
Psychologist (School)	3.65	2.98	3.19	3.56	3.70	3.87	3.09
Science General	3.65	3.65	—	—	—	—	—
Science-Biology	3.56	3.40	4.10	3.66	3.98	3.50	2.97
Library Science	3.49	3.30	3.08	3.12	3.31	3.58	—
Teaching fields with balanced supply and demand ....(3.44-2.65):							
Language, Modern-Spanish	[illegible]	3.18	2.77	[illegible]	[illegible]	[illegible]	2.47
Special Education-Reading	[illegible]	[illegible]	[illegible]	3.73	4.21	4.23	[illegible]
Business	[illegible]	3.11	3.24	3.47	3.50	[illegible]	3.10
Language, Modern-French	[illegible]	[illegible]	[illegible]	2.49	2.59	[illegible]	[illegible]
Music-Instrumental	[illegible]	[illegible]	[illegible]	[illegible]	3.33	[illegible]	[illegible]
Music-Vocal	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
English	[illegible]	[illegible]	[illegible]	3.21	3.37	[illegible]	[illegible]
Vocational Agriculture	[illegible]	[illegible]	[illegible]	[illegible]	4.45	4.73	[illegible]
Language, Modern-German	[illegible]	[illegible]	2.51	[illegible]	[illegible]	[illegible]	[illegible]
Counselor-Secondary	[illegible]	[illegible]	[illegible]	2.79	3.13	[illegible]	[illegible]
Counselor-Elementary	[illegible]	[illegible]	[illegible]	2.72	[illegible]	[illegible]	[illegible]
Speech	[illegible]	[illegible]	2.61	[illegible]	[illegible]	[illegible]	2.49
Social Worker (School)	[illegible]	[illegible]	[illegible]	[illegible]	—	—	—
Home Economics	[illegible]	[illegible]	2.44	2.43	2.54	[illegible]	[illegible]
Journalism	[illegible]	[illegible]	[illegible]	[illegible]	2.77	[illegible]	[illegible]
Driver's Education	[illegible]	2.61	[illegible]	[illegible]	[illegible]	[illegible]	2.44
Teaching fields with slight surplus of teachers ....(2.64-1.85):							
Elementary-Primary	2.57	2.13	2.11	2.02	2.24	2.77	1.78
Elementary-Intermediate	2.53	2.20	2.11	2.28	2.56	2.84	1.80
Social Science	2.17	1.91	1.75	2.11	2.06	1.98	1.51
Health Education	2.08	1.90	1.76	1.90	2.24	2.17	2.27
Art	2.04	1.89	1.82	1.84	2.00	2.45	2.14
Teaching fields with considerable surplus of teachers ....(1.84-1.00):							
Physical Education	[illegible]	1.61	1.54	1.72	1.80	[illegible]	[illegible]

Key: 5 = Greatest Demand, 1 = Least Demand

— Indicates data were not available

Based upon a survey of teacher placement officers

Source: Association for School, College and University Staffing—James N. Akin

Average Salary Reports

		Special Education		Elementary/Secondary	
		Bachelors	Masters	Bachelors	Masters
REGION 1	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
REGION 2	1982-83	13,009	14,922	13,707	14,772
	1983-84	13,900	15,723	14,375	15,685
	1984-85	14,800	16,000	14,900	16,000
REGION 3	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
REGION 4	1982-83	12,789	—	12,051	—
	1983-84	13,914	15,659	13,144	15,346
	1984-85	14,169	15,470	14,189	15,724
REGION 5	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
REGION 6	1982-83	11,750	12,750	12,000	12,750
	1983-84	13,875	15,225	13,480	14,725
	1984-85	14,175	15,825	14,050	15,500
REGION 7	[illegible]	13,213	[illegible]	[illegible]	[illegible]
	[illegible]	14,140	[illegible]	[illegible]	[illegible]
	[illegible]	[illegible]	[illegible]	14,677	[illegible]
REGION 8	1982-83	12,875	13,875	12,875	13,875
	1983-84	13,333	14,500	13,250	14,500
	1984-85	12,900	15,167	13,000	15,167
REGION 9	[illegible]	[illegible]	11,750	[illegible]	11,000
	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
	[illegible]	[illegible]	13,417	[illegible]	[illegible]
ALASKA	1982-83	22,000	26,000	22,000	26,000
	1983-84	—	—	—	—
	1984-85	27,500	31,000	27,800	31,080
HAWAII	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]

The above average salary reports for beginning teachers are from data furnished by survey respondents. The averages in some cases are based upon limited salary input, thus reliability is not assured.

Regions are coded as follows: Alaska, Hawaii, 1-Northwest, 2-West, 3-Rocky Mountain, 4-Great Plains/Midwest, 5-South Central, 6-Southeast, 7-Great Lakes, 8-Middle Atlantic, 9-Northeast.

— Indicates data were not available

SOURCE: Association for School, College and University Staffing—James N. Akin, January 1985

NCATE

Continued from Page 1

College of Education at Tennessee Technological University in Cookeville. "Many of them may be very good, but several give us very great concern," he said.

Under the NCATE proposal, or "redesign," students who enter programs accredited by NCATE will be required to have a 2.5 college grade-point average and to take a standardized basic-skills test.

In addition to the admissions standards, the proposal requires accredited teacher-training programs to assess the competency of prospective teachers prior to graduation through a variety of evaluation methods; to follow their students through at least one year of postgraduate teaching; and to provide "quantitative information" on the quality of instruction students receive. *(See Education Week, April 17, 1985.)*

The voting body of NCATE, which comprises representatives from 10 professional organizations, such as the National Education Association and the American Association of Colleges for Teacher Education, is scheduled to vote on the new policy in June and is expected to pass the redesign "in one motion," according to Richard Kunkel, executive director of NCATE.

Following the vote, the redesign will be instituted for a 21-month trial period that is required under NCATE bylaws for a change in policy.

Opposition

But even with the 21-month trial period, some education deans said they do not think the NCATE redesign is ready for implementation.

According to Arnold M. Gallegos, dean of the college of education at Western Michigan University, Kalamazoo, "there will have to be some more discussion."

Mr. Gallegos said he is particularly opposed to the use of standardized testing as an entry requirement.

"I have problems with that because I don't know of any test that is adequate," he said, adding that officials at the university are "very concerned about what this will do to minority and disadvantaged students who want to be teachers."

May Increase Shortages

Several deans also expressed concern about the possible impact of the proposed standards on the impending teacher shortage.

Requiring prospective teaching students to have a college grade-point average of at least 2.5 would "knock out" some students who currently qualify for teacher-training programs, several deans said.

For example, at Indiana State University, Terre Haute, if the 2.5 G.P.A. admissions requirement had been in effect for students attending the college of education during 1982-83 and 1983-84, about 11 percent of the students would not have been there, said J. Stephen Hazlett, dean of the college.

Although he is concerned about the impact the standards will have on the teacher shortage, said Michael P. Timpane, dean of Teachers College at Columbia University, "I don't see any other alternative. This is a bullet we have to bite. We have to look at the agenda for excellence and we have to ask, 'Do we really think that we can address that agenda without a high-quality teaching force?' The answer is no."

"You're darn right there will be a shortage if we raise standards," added Charles W. Case, education dean at the University of Iowa, Iowa City.

But that should not be a consideration in developing rigorous standards, Mr. Case maintained. The solution, he said, is to get politicians to stop "talking out of both sides of their mouths" and pay competitive teachers' salaries.

Standards Too High

Several deans of state colleges said the NCATE proposal is "worrisome" to them in particular for several reasons.

"Many state institutions may have some problems meeting the proposed standards," said Gene Campbell, dean of the college of education at the University of Arkansas in Little Rock.

But Mr. Hearn of Tennessee Technological University disagreed. "I think the standards can be met," he said, "but I don't think they are representative of the profession."

Opposition to some of the NCATE proposals is widespread at the state-college level, Mr. Hearn said.

In February, for example, the Teacher Education Council of State Colleges and Universities, a group of deans representing about 130 colleges of education, drafted a document that asked NCATE officials to postpone adoption of the redesign.

Mr. Hearn, who is a member of the committee that drafted the resolution, said the council opposes a change in NCATE policy under the redesign that requires colleges of education not only to meet the standards of NCATE, but also the standards of specialty groups, such as those of the National Science Teachers Association.

Several deans also asserted that implementing the proposed standards will be costly.

"It will be more expensive for us," said Joseph Lamberti, dean of the college of education at Butler College in Indianapolis. But he added that the additional cost can be looked at as a positive factor for teacher-training programs.

Teacher education has been operating "on the inexpensive side" for many years, he said, and the NCATE standards may be a way to get university administrations to put more resources into the programs.

Positive Influence

Other deans agreed with Mr. Lamberti that the standards would have a positive influence on teacher-training programs.

"NCATE, within the limits of its power and authority, is doing exactly the right thing," said Mr. Case of the University of Iowa. "I think that if the standards stay intact, it will be a major advance."

Mr. Timpane of Teachers College said the follow-up requirement in the NCATE proposal is extremely important to improving teacher-training programs because it will force colleges to institutionalize a program to measure the success of their students in the classroom.

"Follow-up is mostly done on an ad hoc basis now," he said.

According to Norene Daly, director of teacher education at Madonna College, a small liberal arts college in Livonia, Mich., the NCATE plan includes reforms that have already been instituted at Madonna.

"We were not so blind that we couldn't see very early on that we were getting students with weak communication skills and low G.P.A.'s," she said.

R4800-2

READING

In what has been called "the first attempt to assimilate all existing research on reading" for the general public, a new report argues the nation could take a significant step toward universal literacy if it used more effectively the knowledge and techniques now available.

See Page 5.

REMEMBERING

Twenty years ago, President Lyndon B. Johnson, as part of his "war on poverty," launched a bold experiment to reach out to millions of young children "lost in a gray world of poverty and neglect, and lead them into the human family." For an 8-page special report on Project Head Start then and now:

See Page 15.

EDUCATION WEEK

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Justices Clarify Placement Rights Of Handicapped

Say Parents' School Choice May Be Justified for Child

By Alina Tugend

WASHINGTON—Parents of handicapped children who unilaterally take them out of public schools and place them in private schools can be reimbursed for tuition if such transfers are later determined to have been in the child's best interest, the U.S. Supreme Court ruled last week.

However, the Court added, parents are not entitled to such payments if hearing officers or judges rule that the student's public-school programs were "appropriate" as defined by the Education for All Handicapped Children Act of 1975, P.L. 94-142.

Unanimous Opinion

In a unanimous opinion written by Associate Justice William H. Rehnquist, the Court ruled in *School Committee of the Town of Burlington* v. *Department of Education of the Commonwealth of Massachusetts* (Case No. 84-433) that P.L. 94-142 "was intended to give handicapped children both an appropriate education and a free one; it should not be interpreted to defeat one or the other of those objectives."

"It would be an empty victory to have the court tell [parents] several years later that they were right but that these expenditures could not in a proper case be reimbursed by the school officials," the opinion stated.

But the Court also warned that parents who unilaterally move their child from one placement to another without the consent of the local or state board do so "at their own financial risk."

History of Case

The case dates from 1976, when the parents of Michael Panico, then 5 years old, determined that their son had learning disabilities. The parents disputed the local school board's individual-education plan, which would have placed Michael in a special-education class in a public school for the 1979-80 school year. They placed him in a private school without the board's permission. *(See Education Week, April 3, 1985.)*

The parents' placement was upheld by a state hearing officer, then appealed by the local school board to the U.S. Court of Appeals for the First Circuit. For procedural reasons, it went twice to the First Circuit Court.

Continued on Page 14

Who Decides? Who Pays?

Top-Down Reforms Rekindle Old Debate for Local Boards

By Linda Chion-Kenney

CHANGING COURSE

An occasional series on the effects of the reform movement

Two years ago last month, a federal document decrying the mediocrity of American public schools set off a nationwide reform movement that has generated hundreds of new state laws and regulations governing precollegiate education.

For school-board leaders and others charged with implementing those mandates at the district level, the legislative activism has renewed an old debate over the governance of public education and the degree to which the tradition of "local control" is being eroded.

Many of the more than 100 local education officials interviewed in an informal *Education Week* survey—including leaders of school-board associations in 49 states—agree that the spate of state mandates in areas such as curriculum, instruction, testing, school management, and personnel evaluation and compensation has infringed upon their autonomy.

State mandates have brought new course requirements in science.

"The legislature has taken over and tried to control everything in God Almighty's world," says J. E. Osborn, a school-board member in Sunray, Texas.

But school-board leaders differ widely in their assessment of the significance of the broadened state role.

Some argue that the complex new regulatory climate reflects the legitimate state responsibility for education and is bringing more state dollars for schools.

Continued on Page 24

'All-Black' Education Agenda Advocated

Press for Excellence Seen at Odds With Equity Goal

By J. R. Sirkin

WASHINGTON—The excellence movement threatens 20 years of progress toward equity in education and the well-being of a generation of black youths, a group of black educators has charged.

Speaking at the annual meeting here of the Association of Black Foundation Executives late last month, Norman Francis, president of Xavier University of Louisiana, who was a member of the National Commission on Excellence in Education, called for "all-black" solutions to the problem of attaining excellence in education for black students.

"The educational deprivation in many urban centers parallels the hunger in Ethiopia today," Mr. Francis said. "Blacks must set national and local agendas for the way excellence is achieved. . . . It is certainly good for us, but it is good for the nation as a whole."

"It's imperative that black educators define the problem and outline solutions," agreed Donald H. Smith, president of the National Alliance of Black School Educators. "We cannot trust others to save our children. We must save them."

Other speakers said they perceived the development of a two-tiered education system, accelerated by the reform movement, in which blacks either drop out or are concentrated in special-education classes, while white students prosper.

Black youngsters are "locked into low-level tracks, money is going into gifted-and-

Continued on Page 27

AACTE Endorses Tougher Standards, Teachers' Exam

By Cindy Currence

WASHINGTON—The executive committee of the American Association of Colleges for Teacher Education has unanimously endorsed a proposal that would require all new teachers to pass a national professional examination, similar to those required by the medical and legal professions.

But in announcing their endorsement last week, committee members also said the proposal is "too limited" and called for a national certification program that would be mandatory for all new teachers and optional for all teachers currently in the profession.

The national certification program proposed by the five-member AACTE committee would require prospective teachers to meet other standards in addition to those posed by a professional examination.

The AACTE executive committee suggested that to gain "national certification," teachers would also have to graduate from a college of education approved by the National Council for Accreditation of Teacher

Continued on Page 27

A.F.T. Head Backs Voucher Proposal For Public Schools

By Cindy Currence

Albert Shanker, president of the American Federation of Teachers, has told A.F.T. members that he supports the concept of a public-school voucher plan.

Mr. Shanker's endorsement of the idea, contained in a speech he made late last month at a meeting of the A.F.T.'s New York State affiliate, marks the first such comment by a national teacher-union leader.

In an interview last week, Mr. Shanker elaborated on the speech, in which he said that he supports a system that would allow students to "move from one school to another and from one district to another within the public system." He said his endorsement represents "a substantial change" in his thinking on the issue.

He also said in the interview that he has decided to support choice in public schools because he believes it will help "profession-

Continued on Page 26

IN SUMMARY

Defending Choice . . .
The Rev. Jesse L. Jackson has defended Hartford, Conn., parents who enrolled their children in a neighboring district and has encouraged others to follow suit. **Story on Page 6.**

. . . And Voting for It
The Iowa Senate has approved a bill that would allow parents to send their children at no cost to neighboring districts that offer more comprehensive curricula. **Story on Page 6.**

The Rights of Aliens
A California Superior Court judge has ruled that the state's public universities violated the constitutional rights of undocumented in-state aliens by charging them out-of-state tuition. **Story on Page 7.**

Lawmakers' Education Agenda
Legislatures in Hawaii, Indiana, Montana, and West Virginia increased outlays for education, and lawmakers in Kansas approved a controversial school-finance bill. **Story on Page 8.**

Consolidation in Nebraska
The governor of Nebraska signed into law a school-consolidation and state-aid bill that is expected to affect hundreds of the state's small, elementary-only rural districts. **Story on Page 9.**

Missouri Money Woes
And in Missouri, the governor, while pledging his support for school reform, is concerned over the costs of the education measures under consideration by the legislature. **Story on Page 9.**

Cheese Souffle and a Chocolate Shake
A diner in downtown Baltimore serves as a popular eatery for local citizens, while giving vocational-education students a chance to learn the restaurant business. **Story on Page 10.**

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THE WEEK

FEDERAL

Bennett Marks 2nd Anniversary Of 'Nation at Risk'

In a prepared statement marking the secondary anniversary of the release of the report of the National Commission on Excellence in Education, Secretary of Education William J. Bennett questioned whether the nation will soon tire of education reform and "move on to some other problem or crisis."

But despite what he termed the country's "short attention span," the Secretary said he is optimistic that the focus on schooling will continue, "because we know that what is at stake now is nothing less than the well-being of our children."

Mr. Bennett praised the growing involvement in schools of parents and community members, who, he said, are making known "the things they expect children to learn in school." Such involvement is "in fact, in the end, the only prospect for real improvement," he added. "We can't fix our schools by simply laying the blame at the schoolhouse door."

STATES

Oklahoma Voters Approve Change in Budget Formula

Oklahoma citizens last week approved an initiative to change the state's budget-balancing formula that lawmakers say will ease a predicted $121-million budget shortfall.

According to a spokesman for Gov. George Nigh, initial results of the vote indicate that about two-thirds of the 600,000 people who voted favored the changed formula.

Prior to the adoption of State Question 587, a strict formula dictated how much money the legislature could appropriate. According to Representative Steve Lewis, the old budget formula gave too much weight to the state revenue of previous years and not enough weight to current economic indicators.

The revised formula is more flexible, according to state officials, and gives more weight to detailed estimates of expected revenue.

A report by the House Appropriations and Budget Committee, released late last month, predicted a $121-million budget shortfall under the former funding formula.

The report said that if the budget fell short, state funding for school libraries, computer education, early-childhood programs, vocational education, and higher education would have to be cut.

NATIONAL

Catholic Leader Urges Reagan To Reject Proposals

The president of the National Conference of Catholic Bishops has urged President Reagan to reject the parts of the Treasury Department's tax-reform proposal that could reduce the incentive for individuals to give to private charitable, educational, and religious agencies.

In a recent letter, Bishop James Malone of Youngstown, Ohio, told the President that now is not the time "for the federal government to take money away from private charity."

The Catholic Church in the United States maintains 237 colleges and universities, more than 1,500 high schools, and 8,000 elementary schools. In addition, the church operates 710 hospitals, 121 nursing schools, 560 homes for invalids, and 190 orphanages and infant asylums. This charitable work is supported primarily through voluntary giving, according to the letter.

Changes in the tax treatment of charitable donations contained in the Treasury Department proposal "can have the result of reducing the support of private charity and impairing the ability of donors to continue their generosity," the Bishop argued.

He cited a study commissioned by Independent Sector, an umbrella organization for 600 nonprofit institutions, that estimates that the tax plan would result in a 20 percent, or $13-billion, decline in the annual income of private charities from contributions.

Program To Promote Health Education In Schools Unveiled

The Metropolitan Life Foundation, the philanthropic arm of the Metropolitan Life Insurance Company, has launched a four-year, $4-million program to promote health education in the nation's schools.

The purpose of the program, which will be financed by the foundation, is "to promote comprehensive health education in the schools, not just drug or alcohol related education," said Elisabeth J. Gabrynowicz, spokesman for Metropolitan Life.

In its first year, the program, entitled "Healthy Me," will award grants to schools that already have what are deemed to be "excellent" health-education programs, Ms. Gabrynowicz said. After the initial year, grants will be given to help selected schools start such programs and aid individual teachers who seek further training in health education, she said.

An undetermined amount of the program's funding will be spent developing materials to enhance health-education curricula, Ms. Gabrynowicz said.

The award recipients will be determined by a committee of 10 health professionals, headed by Marian V. Hamburg, chairman of the department of health education at New York University.

530 High Schools Win Cash Prizes In California

Nearly half of California's 1,142 high schools have won cash prizes from the state because of their seniors' improved performance on the December 1984 statewide assessment exam, the department of education has announced.

Although California has had an assessment program for 10 years, this is the first year the state has rewarded schools for improving their scores. Funds for the Education Improvement Assessment Program were included in the omnibus education reform package the legislature passed in 1983.

"Money seems to talk everywhere else . . . and sure enough it worked here," said William Burson, a consultant for the state education department.

A total of $14.4 million will be distributed to 539 schools in California, based in part on the degree of improvement and the number of students tested, Mr. Burson said. The schools receiving funds are required to set up committees of students, parents, and teachers to decide how to spend the state funds.

All schools administer the test, and all but five of the state's 382 districts participated in the program, Mr. Burson said. One school that did not participate, Live Oak High School of the Morgan Hill Unified School District, was mistakenly announced as having won $22,623; its officials refused the award.

"It's not that we don't need the money," said H. James Crow, the district's assistant superintendent. "We felt it was not an appropriate way to give attention to improved achievement."

California Unions Seek Referendum For School Funds

Nine of California's largest teachers' unions, a group representing affiliates of both the American Federation of Teachers and the National Education Association, plan to seek a tax-reform initiative "to secure adequate long-term funding" for public schools.

According to Wayne Johnson, president of United Teachers-Los Angeles, the union leaders are in the process of writing the initiative

HEAD START AT 20

All photographs in this section courtesy of the U. S. Department of Health and Human Services

"The success of this year's program and our plans for years to come are symbols of our national commitment to the goal that no American child shall be condemned to failure by the accident of birth."

—President Lyndon B. Johnson, 1965

"At first hand, I have seen battered, severely beaten, rat-bitten, immobilized, fearful, scattered and disorganized, sexually overstimulated, and raggedly clothed children who are unable to learn much until they and their families can be stabilized and helped to a better level of living. . . . Others have never had toys or eating utensils, never been outside of the narrowest slum neighborhood, never developed the basic awareness of a healthy world and its resources that middle class children have before they enter school.

"I have seen how Head Start and Parent-Child Centers have helped these children and their families, how they have successfully reached many of the so-called 'unreachables,' and have brought transformations in children's health, alertness, and capacity to learn."

—Lois Barclay Murphy, director, Division of Developmental Studies, Menninger Foundation, Topeka, Kan., and senior consultant, Infant Rearing Study, Children's Hospital of the District of Columbia, in a letter to the administrator of Social and Rehabilitative Services of the U. S. Department of Health, Education, and Welfare, 1969.

Quotations are from recent interviews unless otherwise noted.

BY ANNE BRIDGMAN

In the summer of 1965, half a million disadvantaged children between the ages of 3 and 7 helped the federal government test a promising idea in the war against poverty: that children who lacked the basic medical, emotional, nutritional, or educational attention needed to perform well in school would benefit from a comprehensive preschool experience that combined these elements.

In what has since been called "the country's biggest peace-time mobilization of human resources and effort," President Lyndon B. Johnson's newly created Office of Economic Opportunity launched that July a project providing such an experience for children in 2,350 communities across the nation.

The experimental six- and eight-week learning programs employed not only the services of full- and part-time teachers, social-service agencies, and professional medical personnel, but also the talent and dedication of parents and community volunteers.

The undertaking, known as Project Head Start, was greeted in some quarters with skepticism because of its "idealism" and "hasty organization." But *Newsweek* magazine called it "the most promising foray" in Lyndon Johnson's war on poverty.

Today, 20 years and several Administrations later, the promising foray has become a political institution, sustained by a public appeal shared by few other Great Society initiatives.

Full-year Head Start programs have replaced the original summer programs and now operate routinely with community support in every state and territory. Some 9 million children and their families have been served by the program, and its proposed fiscal 1986 budget of $1.075 billion, though less than supporters say is needed, dwarfs the original federal outlay of $85 million.

Even the Reagan Administration, amid its budget-cutting victories of 1981, was forced by public and Congressional pressure to back away from a plan to make Head Start part of a block grant with reduced funding.

'Disarm the Curmudgeons'

The architects of Project Head Start, interviewed by *Education Week* on the eve of the program's 20th anniversary, say they are not surprised by the continuing public favor.

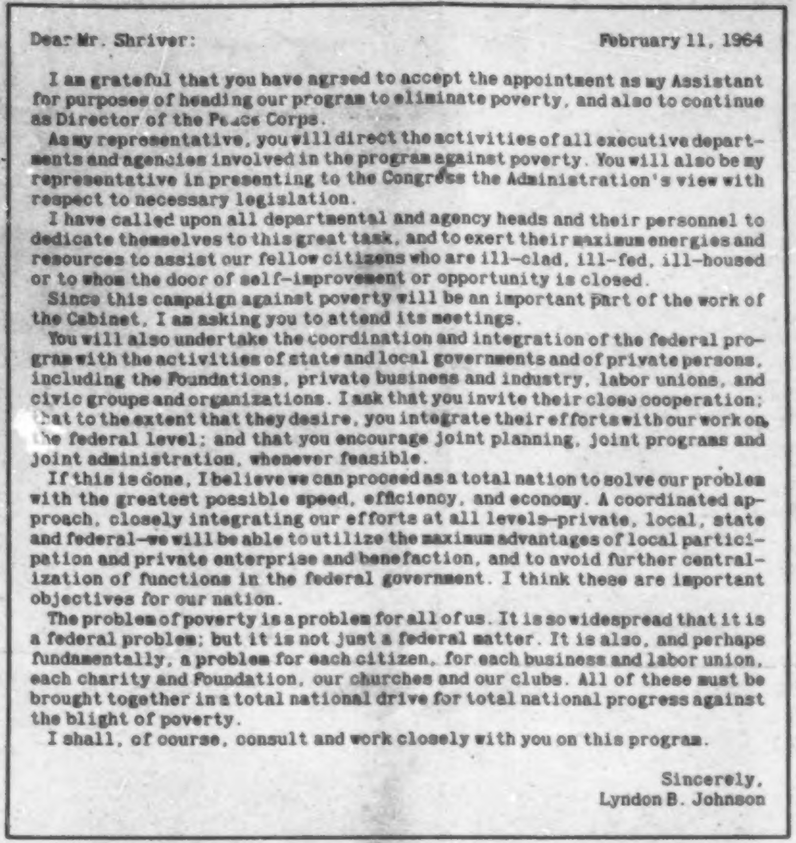
"I felt the program could become popular as well as effective," says Sargent Shriver, the O.E.O.'s first director. "It had the capacity to disarm the curmudgeons of the world." It is difficult to argue that poverty results from being "slothful, lazy, drug-addicted, or incompetent," adds Mr. Shriver, "when the object of your argument is a 5-year-old child."

Robert E. Cooke, a physician who served as chairman of the original Head Start planning committee, says Head Start's political success was a natural consequence of its sound foundation.

"It makes such good sense," says Dr. Cooke, now A. Conger Goodyear Professor of Pediatrics and director of the Robert Warner Rehabilitation Center at Children's Hospital in Buffalo.

The "good sense" of providing some form of early intervention in the lives of poor or neglected children was apparent to him, Mr. Shriver says, almost from the day in 1964 when President Johnson named him to head the new O.E.O.

The office had been authorized under the Economic Opportunity Act of 1964, legislation that also created such programs as VISTA and the Job Corps and



Dear Mr. Shriver: February 11, 1964

I am grateful that you have agreed to accept the appointment as my Assistant for purposes of heading our program to eliminate poverty, and also to continue as Director of the Peace Corps.

As my representative, you will direct the activities of all executive departments and agencies involved in the program against poverty. You will also be my representative in presenting to the Congress the Administration's view with respect to necessary legislation.

I have called upon all departmental and agency heads and their personnel to dedicate themselves to this great task, and to exert their maximum energies and resources to assist our fellow citizens who are ill-clad, ill-fed, ill-housed or to whom the door of self-improvement or opportunity is closed.

Since this campaign against poverty will be an important part of the work of the Cabinet, I am asking you to attend its meetings.

You will also undertake the coordination and integration of the federal program with the activities of state and local governments and of private persons, including the Foundations, private business and industry, labor unions, and civic groups and organizations. I ask that you invite their close cooperation; that to the extent that they desire, you integrate their efforts with our work on the federal level; and that you encourage joint planning, joint programs and joint administration, whenever feasible.

If this is done, I believe we can proceed as a total nation to solve our problem with the greatest possible speed, efficiency, and economy. A coordinated approach, closely integrating our efforts at all levels—private, local, state and federal—we will be able to utilize the maximum advantages of local participation and private enterprise and benefaction, and to avoid further centralization of functions in the federal government. I think these are important objectives for our nation.

The problem of poverty is a problem for all of us. It is so widespread that it is a federal problem; but it is not just a federal matter. It is also, and perhaps fundamentally, a problem for each citizen, for each business and labor union, each charity and Foundation, our churches and our clubs. All of these must be brought together in a total national drive for total national progress against the blight of poverty.

I shall, of course, consult and work closely with you on this program.

Sincerely,
Lyndon B. Johnson

Lady Bird Johnson, above, was named honorary chairman of Project Head Start. Above right, President Johnson's letter welcoming Sargent Shriver to the O.E.O. and charging him to direct a "total national drive against the blight of poverty."

"Project Head Start is the most exciting, productive, and practical project any government can embark on. It will be the effort of volunteers and professionals throughout this country to reach out to one million young children, lost in a gray world of poverty and neglect, and lead them into the human family.

"Who are these children? They live in your hometowns. They are the children of families of low income or no income. Circumstance has stranded them on an island of nothingness. But the day comes when they arrive at the door of a school they probably never heard about. And, they are lost from then on.

"Some don't know even a hundred words because they have not heard a hundred words.

"Some don't know how to sit in a chair because they don't have as much as a chair.

"Some have never seen a book or held a flower.

"All of us—thousands of men and women in this country—can give patience, kindness, and a few hours of our time to start their minds growing. They have a wonderful potential.

"There is no more important task in our communities than for such children to hear a voice say: 'Come, take my hand!'"

—Mrs. Lyndon B. Johnson, honorary chairman of Head Start, 1965.

was, in President Johnson's view, a way to "eliminate the paradox of poverty in the midst of plenty in this nation by opening to everyone the opportunity for education and training, the opportunity to work, and the opportunity to live in decency and dignity."

"Since it was clear that something like 40 percent of the people who were poor in America were children under 15 years of age," says Mr. Shriver, who now practices law in Washington, D. C., "it was obvious to me that you couldn't genuinely say you were running a war against poverty if you weren't doing something about children."

Knowing precisely what to do about children, however, remained elusive, Mr. Shriver recalls today, until one evening, he remembered a longitudinal study he had read, showing that early intervention in the lives of poor, mentally retarded children had been successful in raising their I.Q.'s

"I was stunned at the time," he says. "The study stuck in my mind, and I wondered if it might be applicable to non-retarded children."

Planning Committee Set

In the fall of 1964, the former Peace Corps director named a panel of child-development experts, educators, and medical professionals to study the proposition and to plan a comprehensive early-intervention program for disadvantaged children. The panel members would be the early architects of Project Head Start.

Jule Sugarman, Head Start's first deputy director and now vice president of Hahnemann University in Philadelphia, says the composition of that panel was a key influence in setting the philosophy and direction of the program.

"The committee was dominated by people who believed in the importance of the total environment," Mr. Sugarman says. "If you had brought a group of public- and private-school superintendents together to plan it, I think it would have been a different program."

The chairman, Dr. Cooke, then chief of pediatrics of The Johns Hopkins Hospital, remembers the panel's charge: "to organize something that would attempt to break the cycle of poverty."

"What we tried to visualize was a comprehensive child-development effort," says Dr. Cooke. "That went far beyond simply preparing someone to do better in kindergarten; it went to the health of the child and the overall psychology."

"So little had been done for these children," he adds, "that, no matter what was done, it would be a vast improvement."

'Critical Point in Cycle'

By January 19[illegible], the committee had prepared a series [illegible] recommendations that later became the blueprint for Project Head Start. In that report, Dr. Cooke wrote: "There is considerable evidence that the early years of childhood are a most critical point in the poverty cycle. During these years, the creation of learning patterns, emotional development, and the formation of individuals' expectations and aspirations take place at a very rapid pace. For the child of poverty, there are clearly observable deficiencies in these processes, which lay the foundation for a pattern of failure, and thus a pattern of poverty throughout the child's entire life."

A very enthusiastic President Johnson gave his endorsement to the panel's report, Mr. Sugarman recalls, and appointed his wife, Lady Bird Johnson, honorary chairman of the program.

'An Astounding Response'

The original plans for pilot-testing

Project HEAD START
Daily program II
7
U.S. Department of Health, Education, and Welfare
Washington, D.C. 20201

Project HEAD START
Daily program III
11
Office of Economic Opportunity, Washington, D.C.

Head Start's architects envisioned a program comprehensive enough to meet the multiple needs of all youngsters in poverty, yet flexible enough to allow for local control and adaptation to the sensitivities of the individual child. Early project manuals, at left, recommended that Head Start teachers bring a sense of humor and the vital ingredient of "warmth" to their work.

"I remember going out to Los Angeles [in 1965] to look at the operation of one of the earliest programs—it was right in the middle of the riots in Watts. The Head Start program, despite all the terrible social unrest, was operating as a force to bring the parents and the children and the staff and the rest of our society together. It was a striking contrast—all the disruption, and yet this program having enough appeal that everyone was working together. I thought it was a terrific demonstration of the power of a program that deals with children."

—Robert Cooke, former chairman of Head Start planning committee.

---

the program that summer included only 100 communities. But after letters to the nation's school superintendents and health and welfare commissioners brought what Mr. Sugarman describes as "an astounding response," O.E.O. was forced to reconsider its approach.

The office decided to expand the project and sent government interns across the country that spring to find local agencies and individuals willing to run the summer programs with federal assistance.

"Because there was a visible Head Start center in almost every county in the country, it built tremendous political-grassroots support," says Mr. Sugarman. "That's one of the reasons Head Start has survived so well."

Another reason, Mr. Shriver contends, is the proven soundness over time of the planning committee's original approach.

"It's a testimony to the knowledge and experience of the people who put the program together," he says, "that the ingredients from the first days of Head Start are still today the essential ingredients."

Comprehensive and Flexible

Head Start was designed, say its planners, to be comprehensive enough to meet the multiple needs that are common to disadvantaged children, yet flexible enough to meet the special needs of individual children, families, and communities.

To provide such flexibility, the development and operation of Head Start centers were designed to be governed by local entities—public agencies, private and nonprofit organizations, and school systems, through grants from the community-education division of the O.E.O.—and later from regional offices of the U. S. Department of Health, Education, and Welfare (now the Department of Health and Human Services) and, in some instances, from the Department's Indian and Migrant Program Division.

An introductory booklet distributed to communities in 1965 recommended that a center's daily activities include "group activities and individual work meant to meet the special needs of the children who have enrolled." Essentially, it said, activities should "improve a child's health, increase his understanding, and broaden his experiences."

In 1975, H.E.W. published a set of "performance standards" for Head Start centers that set forth the four components considered essential to providing comprehensive services for children and their families. These are education, health, parental involvement, and social-service assistance.

- **Education.** Head Start teachers—one for every 15 to 20 children—are taught to tailor the program's curriculum to the child's needs as well as the ethnic and cultural characteristics of the community. In the Head Start classroom, children are exposed to a variety of learning experiences meant to foster intellectual, social, and emotional growth.

The Head Start curriculum, more focused today than it was in 1965, introduces children to words and numbers, colors, shapes, animals, safety precautions, and other types of knowledge and awareness commonly assumed in their age group.

Head Start children are also encouraged to express their feelings and to interact with others to develop self-confidence.

Lori C. Robinson, now 25 and a Head Start teacher in Rockingham County, N. C., was one of the original 561,000 children participating in the summer Head Start programs of 1965. She remembers it as a time of "excitement,"

START
Child Development Centers 239-9

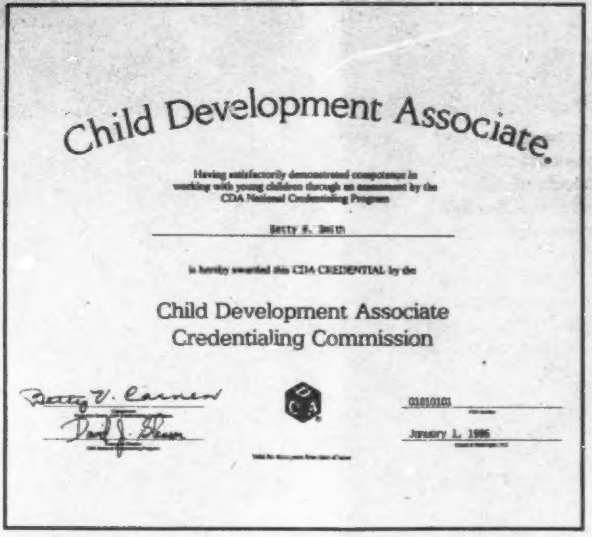
Head Start has involved almost half a million parents and community volunteers since the program's inception. The Child Development Associate certificate is awarded for completion of a special teacher-training program. Head Start volunteers are awarded diplomas for their service.

"When I enrolled my son in 1968, they were also taking applications for aides, so I applied and became a teacher-aide. I fell in love with the program and the children. I liked the philosophies of Head Start. It was just a good feeling I had about the program. I felt I became a better parent because of it. I had a deeper understanding about childhood education, different ways of doing things positively. I hadn't really thought about being a parent before that."

"Just being there for the kids was the thing I remember as an aide. There were always those hugs and squeezes and compliments, seeing the children's faces when you told them something nice, when you smiled, just being with them."

"To me, Head Start is the greatest program the government sponsors. My life has changed because of it."

—Bonnie Ewing, director, Head Start, Nez Perce Tribe, Lapwai, Idaho.



Child Development Associate.

Having satisfactorily demonstrated competence in working with young children through an assessment by the CDA National Credentialing Program

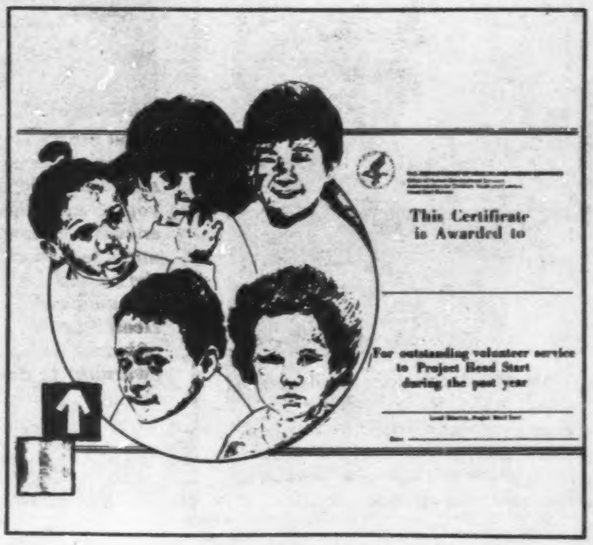
Betty B. Smith

is hereby awarded this CDA CREDENTIAL by the

Child Development Associate
Credentialing Commission

Betty V. Carnes

January 1, 1986



This Certificate
is Awarded to

For outstanding volunteer service
to Project Head Start
during the past year

with field trips to visit the fire department and the police station, bus and train rides, medical check-ups, and tales read aloud from storybooks.

It was all, she says, "a first-time experience," and it helped her overcome her shyness and broaden her goals.

Disadvantaged youngsters, says a 1965 Head Start booklet, "need understanding, sensitive guidance, and skilled enrichment *now*, before they pay a needless price in school failure." The booklet singled out a sense of humor as a helpful attribute for Head Start teachers. The most important quality, it said, was "warmth."

Center staff members include: professional staff, such as teachers; volunteers, some of whom have special training; neighborhood residents, especially parents, who work as paid non-professionals or volunteers, either part- or full-time; and health professionals who donate their services to the program.

About one-third of the professional classroom staff members have degrees in early-childhood education or have earned a Child Development Associate (C.D.A.) credential. Another 16 percent are currently enrolled in C.D.A. training.

The C.D.A. program was initiated in 1972 because of mounting evidence that success in early-childhood-education programs is closely correlated to the quality of the teaching available.

In some localities, Head Start programs are specifically tailored to handicapped and bilingual students. Head Start also provides limited services to parents with infants and expectant parents. And in 1967, President Johnson endorsed Project Follow Through, a program for children in areas of acute poverty that would "follow them through" the early elementary grades to assure their adaptation to school.

- **Health.** Because many children from low-income families have never seen a doctor of any kind, Head Start's health-care component includes complete medical and dental examinations; screening for vision, hearing, and speech problems; psychological evaluations; immunizations; and treatment for identified health problems.

Statistics for the program's first five years show that medical problems were found in 43 percent of the children enrolled.

The established link between nutrition and mental proficiency is the basis of Head Start's meals program. Children attending receive a minimum of one hot meal and snack per day, meeting at least one-third of their daily nutritional needs. And parents are taught by trained nutritionists how to plan and prepare healthy meals at home.

- **Parental Involvement.** The Head Start planning committee considered parental involvement one of the program's most important components, according to Dr. Cooke. "We felt that the impact of Head Start as a brief exposure would not have any lasting benefit unless we altered the way the parents saw the child," he says.

Today, says Helen Taylor, executive director of the National Day Care Program, which serves children in eight Head Start programs in Washington, D. C., "parental involvement is one of the program's strongest benefits. Head Start parents can get involved totally with their children."

Parents serve the centers in a variety of ways—from serving on parent-policy committees that work to develop budgets and administrative policy, to helping publish center newsletters and serving as classroom volunteers.

"It's not just a program for children," Ms. Taylor says. "We believe parents are the prime educators of their children."

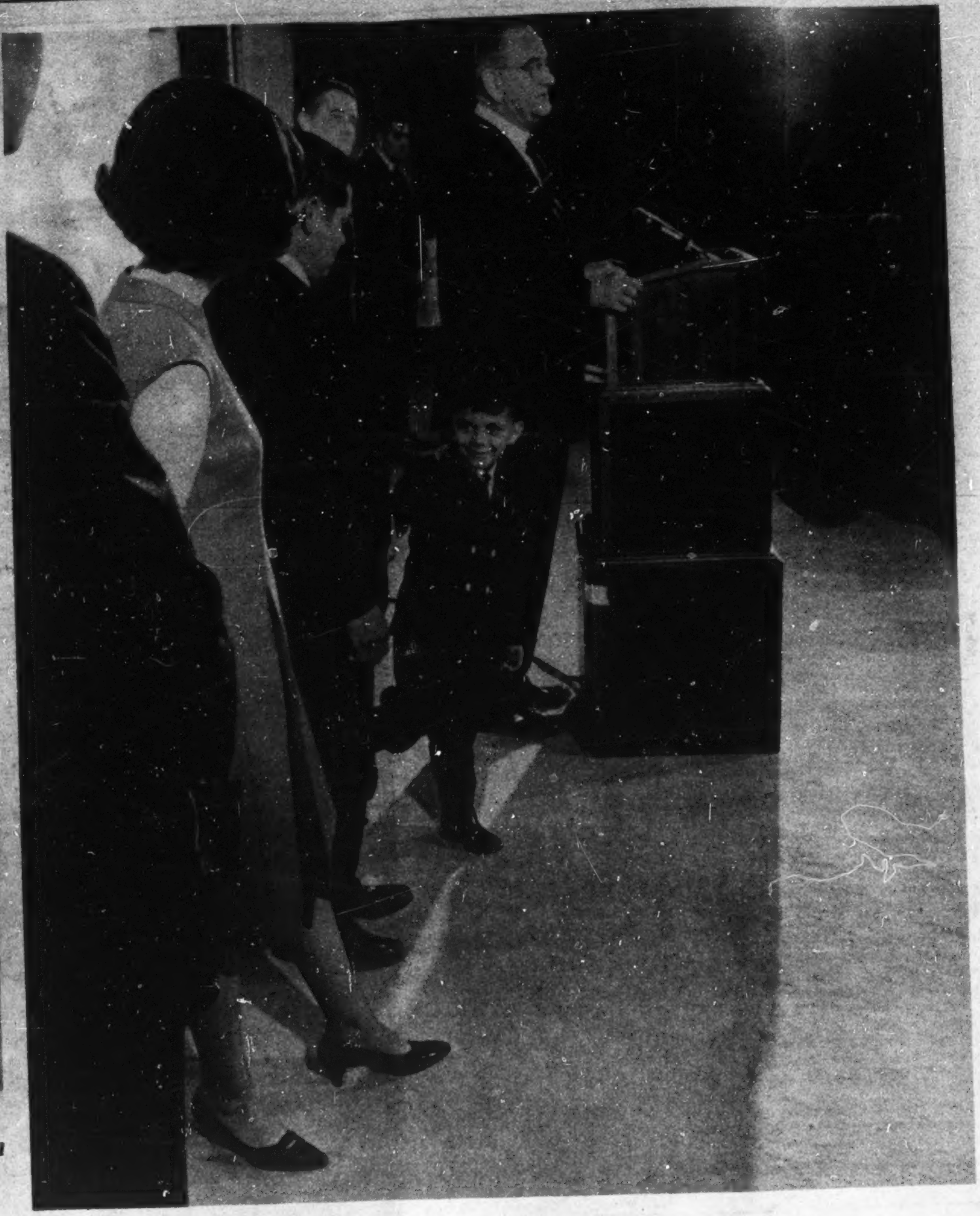
"Sure, it's a Scotch-tape type of program, but the children are getting a lot of love and attention, and who needs it more?"

—Chicago volunteer, 1965.

Head Start Enrollment and Funding Levels 1965 to 1986

Fiscal Year	Enrollment	Congressional Appropriation
1965 (summer only)	561,000	$96.4 million
1966	733,000	198.9 million
1967	681,400	349.2 million
1968	693,900	316.2 million
1969	663,600	333.9 million
1970	477,400	325.7 million
1971	397,500	360.0 million
1972	379,000	376.3 million
1973	379,000	400.7 million
1974	352,800	403.9 million
1975	349,000	403.9 million
1976	349,000	441.0 million
1977	333,000	475.0 million
1978	391,400	625.0 million
1979	387,500	680.0 million
1980	376,300	735.0 million
1981	387,300	818.7 million
1982	395,800	911.7 million
1983	414,950	912.0 million
1984	442,100	995.7 million
1985	448,250	1.075 billion
1986 (projected)	448,250	1.075 billion

SOURCE: U.S. Department of Health and Human Services



In August 1965, President Johnson announced that Head Start's summer programs would be extended to full-year programs and that they would become a permanent part of the nation's educational system.

And research is showing that the educational involvement of Head Start parents continues. In a 1978 follow-up study, for example, 82 percent of the former Head Start parents surveyed said they had visited their child's elementary school to meet with the teacher.

Moreover, some 29 percent of Head Start staff members nationwide are parents of current or former Head Start children, according to H.H.S. For every four children enrolled in the program, the department says, there are at least three Head Start parents providing some form of volunteer service.

- **Social-Service Assistance.** In a fourth component of the program, Head Start employs social-service coordinators to work with families, referring them to the appropriate local agencies for needed assistance.

A 1970 survey found, in fact, that the existence of Head Start programs in a community may have an impact on the provision of such assistance. In the 48 communities with Head Start programs surveyed, more than half had made 25 institutional changes consistent with Head Start goals. Among the changes cited were increased educational opportunities for the poor and minorities, better health services for children from low-income families, and greater use of low-income community members in community decisionmaking.

'National Commitment'

In the 1965 White House ceremony at which he signed the legislation making Head Start a permanent part of the nation's educational system, President Johnson called the program a symbol of "our national commitment to the goal that no American child shall be condemned to failure by the accident of birth."

In 1969, the program, which by now served 663,600 children a year, was moved from the O.E.O. to the Office of Child Development in the Department of Health, Education, and Welfare. Since then, it has become a program within the Administration for Children, Youth, and Families in the Department of Health and Human Services.

On the program's 15th anniversary in 1980, a panel convened at President Carter's request by the late Patricia Roberts Harris, then secretary of Health and Human Services, concluded that "Head Start's successes are impressive."

Program's Critics

Nonetheless, Head Start has not lacked criticism during its 20-year history. Early press characterizations of the program as a way to help "backward" children from "crowded, repressive homes" made some local officials shy away from it.

In Mississippi, says Mr. Sugarman, most school officials refused to sponsor the early Head Start programs because of community opposition to integration.

Critics also charged that the program's implementation had been hurried, with some 45,000 teachers taught about their jobs in one-week crash courses and with some towns given less than six weeks to determine how to qualify for the federal grants.

Today, Head Start still faces problems of identity, funding, and future growth. Problem areas cited in some recent federal and local evaluations of Head Start's effectiveness include insufficient staffing, the failure to extend services to children (particularly younger ones) and families who could benefit from them, the unevenness of services offered in different localities, a failure to involve enough parents, un-

"It's been a great 20 years. Every year I try to take pictures of the kids and put them in an album I received from my first Head Start class. My book is so full!"

"Last week a parent came up to me and said, 'Aren't you Mrs. Baines? You had my little boy in Head Start. I'm going to have him come by and see you. He's in 12th grade now.'

"When he came by, I looked up at this tall boy and said, 'This can't be.' I talked to him and asked him how he was doing in school. He is in an advanced math class and an advanced reading class. I was so proud of that boy! It just makes you feel so good, knowing you had a part in that. When you're there with those kids everyday, maybe you don't see it, but once they leave you and someone tells you they're doing well, that's the rewarding part. Then you can really say, 'Head Start works.'"

—Roberta Baines, Head Start teacher for 20 years in Louisville, Ky.

realistic expectations and goals, and increasing bureaucratization.

"While Head Start clearly owes its existence to the idealism of the 1960's," notes a report by the 15th-anniversary committee, "it has sometimes been a victim of the period's unrealistic expectations."

Head Start's comprehensive approach, the committee wrote, "has created confusion concerning which goal should take precedence—increasing children's I.Q. scores and/or educational achievement, or improving their health and overall sense of well-being." And the program's focus on parental involvement, the panel noted, has led to questions about its identity—is it for children or for adults?

Finally, said the committee, the local flexibility that has been a key to Head Start's success has also produced variations in programming that contribute to charges that the effort lacks sufficient "quality control."

Sarah Greene, president of the National Head Start Association, the 15-year-old umbrella group that works to improve the program's services, says the quality of Head Start is jeopardized most by inadequate funding.

"Even though Head Start has gotten an increase every year," she notes, "it's certainly far from the national norm in terms of meeting the cost-of-living increase." Many programs, she says, have had to make cutbacks.

"Head Start has had a 'Perils of Pauline' existence," acknowledges Edward F. Zigler, a member of the original planning committee who has been involved with the program for 20 years in various capacities and now directs the Bush Center in Early Childhood Development and Social Policy at Yale University. "It's almost gone under several times."

Yet, he says, "Any important decisionmaker who has ever seen Head Start, ever gotten close to it, has become a champion of the program because it has that kind of appeal."

In particular, says Mr. Zigler, the work of Head Start parents has kept the program alive. "They lobby for this effort," he says. "It's a tribute to our country that economically disadvantaged people have been able to be a force, that Congress and the executive branch have listened."

Research Findings Mixed

The program has experienced similarly mixed fortunes in terms of research. While most early-childhood experts today agree that early-intervention programs that are of high quality make a difference in the lives of disadvantaged children, the findings about Head Start in its infancy were not consistently favorable.

In the late 1960's, the Westinghouse Learning Corporation and Ohio State University conducted a study comparing the performance of children in the country's first 104 Head Start centers with that of children who were not enrolled in Head Start.

The Westinghouse Report, as it was called, concluded that the initial gains of Head Start children over non-Head Start children disappear after the first two or three years of elementary school. The finding was disproved by subsequent research, but the widespread reports of failure it had prompted damaged the project's image.

"The research side of things almost destroyed us several times," says Mr. Zigler. "And then it saved us in the end."

Among the research studies that "saved" Head Start was one conducted by the Consortium for Longitudinal Studies, which found that Head Start students were less likely to be in spe-

> *"Head Start in many ways represents what is best about this nation—the joining together of diverse peoples in a common effort to help those less well-off . . . .*
>
> *"In the case of Head Start, the simplest approach has also proven to be the wisest: Strengthen a child's body, make sure he or she can see and hear properly, and it is surprising how motivated that child will be to learn. Increase parents' self-esteem and confidence as the primary educators of their children, and the children will respond with a sense of worth and hope."*
>
> **—"Head Start in the 1980's: Review and Recommendations," a report requested by the President of the United States, September 1980.**

cial-education classes later on than similar children who had not attended the program.

In 1983, the High Scope Educational Research Foundation of Ypsilanti, Mich., found, after a 22-year longitudinal study of disadvantaged youths in preschool programs, that high-quality programs such as Head Start reduce the costs to society of special and remedial education, welfare, and criminal justice.

"On a wide range of measures of school and life success," the High Scope study said, "young people who had attended a quality preschool program on average significantly outperformed youngsters who had not."

Evidence from a study of Head Start by the Children's Defense Fund, a child-advocacy group in Washington, D. C., corroborates the Michigan study.

Head Start children, the C.D.F. found, show lasting gains in school performance and achievement on standardized tests. They score higher than comparable non-Head Start children on preschool achievement tests that measure the cognitive abilities of young children. And they perform as well as or better than their peers when they enter public school, with fewer grade retentions and special-class placements.

Moreover, a 1980 study of Head Start by H.H.S. pointed to "evidence of gains lasting as long as 13 years after the children's Head Start or other preschool experience."

"We watch the children grow socially, mentally, physically," says Roberta Baines of Louisville, Ky., a Head Start aide since 1965 and a teacher in the program since 1967.

"You can tell the changes. To me, Head Start works."

Looking to the Future

Last year, Head Start was reauthorized for two years under the Head Start Act of 1984.

After 20 years, it enrolls 448,250 children in full- and part-day programs. At least 90 percent of these children come from families who live below the federal poverty line of $9,300 for a family of four. Some 42 percent are black, 33 percent white, 20 percent Hispanic, 4 percent American Indian, and 1 percent Asian. Handicapped children make up 10 to 12 percent of the program.

Yet, according to H.H.S., the program serves only 20 percent of the eligible low-income preschool children. And the C.D.F. estimates that more than 1,000 American counties do not participate.

"Clearly, Head Start is an investment that pays off for children, for families, for communities, and for the nation," says the C.D.F. "Yet it reaches far too few of those who could benefit from its services."

In 1980, H.H.S. officials said that "as innovative and successful as the program has been, there are disturbing signs that inflation is endangering the quality of Head Start, with many programs already showing severe cutbacks in the staff, hours, and services offered."

These problems notwithstanding, the friends of Project Head Start cite the program's success over two decades of change as a reason to believe in its future.

"I think it's the most successful social experiment of the 20th century," says Dr. Cooke. "It has enjoyed success through a series of Administrations that haven't always been enthusiastic about social programs. Its endorsement by this Administration at a time of major budget cuts is a testimony to its strength.

"Head Start hasn't just succeeded," he adds, "it has flourished."

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MORE POVERTY

A new Congressional study has found that child poverty has reached the highest level in 20 years—22.2 percent or 13.8 million—and the majority of these children are minority and members of families headed by females.

See Page 5.

HIGHER PAY

A measure that would raise the minimum salary for New Jersey teachers to $18,500 is stalled in the legislature because the governor and lawmakers have been unable to agree on whether the state or local districts should pay for the raises.

See Page 6.

FEWER DEDUCTIONS

Despite the President's call for major tax reform, the Administration plans to send the Congress a tuition-tax-credit bill and that has created "strategic problems" for the Secretary of Education and other supporters of the proposal.

See Page 10.

EDUCATION WEEK

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Day-Care Centers Rocked By Rising Insurance Costs

High Premiums, Cancelled Policies May Close Many

By Anne Bridgman

Faced with what they say is their worst year in memory and concerned with continuing reports of child abuse in day care centers, insurance companies are raising premiums of child-care providers and even cancelling their policies.

As policies come up for renewal, child-care experts say, providers are finding that insurance carriers have tripled and quadrupled the premiums and, in some cases, are cancelling policies altogether, forcing centers to close.

What many day-care experts characterize as a "very serious problem" in the industry comes at a time when mothers of young children are entering the workforce in unprecedented numbers. Almost half of the nation's estimated 12.5 million women aged 18 to 44 with children under 5 are classified by the Census Bureau as working mothers.

Within five years, the government estimates that 80 percent of children under 6 will have mothers in the workforce, many of whom will be hard pressed to find adequate and affordable day care.

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U.S. 'Dipscam' Nets Diploma Hawkers; Educators Named

By Linda Chion-Kenney

Charlotte, N.C.—Four men charged in a diploma-mill operation that sold thousands of bogus college degrees in education, business, engineering, medicine, and theology pleaded guilty here last week to federal fraud charges.

The case is the latest in a series of prosecutions stemming from a nationwide federal investigation agents called "Dipscam" (for diploma scam) that began in 1980. (*See Education Week, May 25, 1983.*)

According to Otho Allen Ezell Jr., special agent for the Federal Bureau of Investigation in Charlotte, the case is "the most so-

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'We Aren't Doing Right by Kids'

'Horace's Company': Forging An 'Essential' High School

By Tom Mirga

Houston—By many commonly used benchmarks, Westbury High School, located in a comfortable residential neighborhood, ranks near the top among this city's comprehensive high schools.

Last year, the average Westbury student scored one to two years above his expected grade level on state achievement tests, while districtwide, average student scores were slightly below expected grade levels. The teaching force is experienced, and attendance rates for students and faculty are high.

Westbury's students appear extremely well behaved, hallways are empty during class periods, and teachers seem to be in firm control of their charges. The building shows signs of wear and tear after some 20 years of service, but it is clean and apparently free from the ravages of vandalism.

About two-thirds of the school's graduates go on to postsecondary education—most of them to Rice, the University of Houston, the University of Texas at Austin, or Texas A & M.

All in all, Westbury's would seem to be a success story—a desegregated urban high school that works, the kind of place that one would like to attend, teach at, or administer.

But after three years of soul-searching and a few less-than-successful experiments in school reform, Westbury's teachers and administrators concluded that their "very good" school isn't so good after all. Bureaucratic rules and lock-step lesson plans, they say, have frustrated the efforts of teachers and learners alike.

Last month, with the city school board's blessing and $50,000 in seed money, the school embarked on a new experiment that aims to convert Westbury

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CHANGING COURSE
An occasional series on the effects of the reform movement

Bills Patterned After Federal Hatch Act Pressed in States To Spur 'Discussion'

By Anne Bridgman

In at least eight states, lawmakers have introduced legislation in recent months that would prohibit public schools from involving students in certain state-sponsored programs of research or psychological testing without parental consent.

Three of those bills have been defeated, another was vetoed by the governor, and the sponsors of others acknowledge that their bills are unlikely to be approved. But supporters point to their introduction this session as "a testing of the waters" in preparation for passage in subsequent legislative sessions.

Said Richard F. Davis, sponsor of a pupil-protection bill in Delaware: "If we can't get it through this year, it will still be around next year."

The bills still pending in Delaware, North Carolina, and South Carolina are state-level versions of the controversial federal Hatch Amendment, which prohibits schools from requiring students to submit without parental consent to federally funded "psychiatric or psychological experimentation, testing, or treatment." U. S. Education Department regulations, which went into effect last fall, further defined certain portions of the amendment.

A pending bill in California seeks even more specific language defining those areas in which schools would be prohibited from questioning students without parental permission.

Parental Consent

Most of the state bills are worded similarly. They state that school officials must allow parents to inspect the instructional materials—teachers' manuals, films, tapes, or other materials—to be used in any state-funded program of research or experimentation.

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Lewis M. Branscomb

New Panel's Goal: To Make Teaching 'True Profession'

Carnegie Effort To Be Led By I.B.M.'s Chief Scientist

By Cindy Currence

The Carnegie Forum on Education and the Economy this week announced the appointment of a 14-member panel to develop within the next year a "blueprint to make teaching a true profession."

Leaders of the two major teachers' unions, business leaders, and policymakers will serve on the new "Task Force on Teaching as a Profession," which will be headed by Lewis M. Branscomb, chief scientist of the International Business Machines Corporation.

Stem Decline in Quality

According to David A. Hamburg, president of the Carnegie Corporation of New York and chairman of the Carnegie Forum, the new task force will make recommendations next spring on how to prevent "a decline in the quality of education" that threatens to accompany the impending teacher shortage. And he said the foundation is prepared to provide support to help implement the recommendations.

Dr. Hamburg said in a statement that "strong consideration will be given to innovative ideas recently put forward to strengthen the teaching profession, including proposals for new teacher examinations, new approaches to teacher education, and ideas for restructuring the organiza-

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IN SUMMARY

What Makes It Tick?
A class of gifted 4th, 5th, and 6th graders in Philadelphia decided to find out how computers work by building one from scratch using surplus parts and technical manuals. **Story on Page 7.**

Open Admissions in California
A state commission has recommended that students should have the opportunity to enroll in schools outside their neighborhoods and near their parents' places of employment. **Story on Page 7.**

Ending Sessions
Arizona legislators increased this year's education budget by $80-million, but Alaska's lawmakers cut the state's general-fund aid to elementary and secondary education. **Story on Page 8.**

A Note of Frustration
The chairman of a House committee has criticized the Secretary of Education for not presenting his plans for the reorganization of the National Institute of Education. **Story on Page 10.**

Clearing Hurdles
A major civil-rights bill, intended to nullify the Supreme Court's *Grove City* decision, passed two House committees last week and was on its way to another vote in the House. **Story on Page 11.**

Hold the Pizza
The Agriculture Department will not renew a two-year-old program that provides surplus food to schools after it has been converted to products suitable for school-lunch programs. **Story on Page 11.**

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"Jobs and Education," Bill Honig, California Superintendent of Public Instruction.
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THE WEEK

FEDERAL

Safety Center Gets New Chief After Staff 'Rebellion'

The director of National School Safety Center, a key component of the Reagan Administration's effort to promote school discipline, has been relieved of his main administrative responsibilities, following staff turmoil that resulted from his dismissal of three employees.

In a May 16 announcement, Pepperdine University, which administers the federally funded center in Sacramento, announced that Ronald D. Stephens, an associate professor of education at Pepperdine and the official who has overseen the grant, had been appointed executive director responsible for "overall administration and personnel operations."

George Nicholson, who was relieved of some of his duties, will remain as director and chief counsel for the major programs of the $3.95-million center, which was established in March 1984 under a two-year, noncompetitive federal grant.

In a related development, the General Accounting Office, the Congress's watchdog agency, is now investigating the safety-center's effectiveness and recent problems at the request of Senator Arlen Specter, Republican of Pennsylvania and chairman of the juvenile-justice subcommittee.

Senate Panel Clears Anti-Busing Measure

Federal district and appeals courts would be barred from ordering busing for desegregation purposes under a measure recently approved by a Senate panel.

The Senate Subcommittee on the Constitution voted 4 to 1 on May 15 to approve the proposed public school civil-rights act of 1985, S 37. The measure now goes to the chamber's Judiciary Committee.

The bill would prevent federal courts other than the U. S. Supreme Court from entering orders requiring the busing of students in future school-desegregation cases. It is identical to a bill passed by the subcommittee last year but never acted on by the full Judiciary Committee. The Senate approved a version of the proposal in 1982 as an amendment to a Justice Department authorization bill, but that measure was never acted on by the House.

Programs for Poor Win Inflation Hike In House Budget

The Democratic-controlled House, in a 258-170 vote, last week passed a fiscal 1986 budget blueprint that would allow education and job-training spending for the disadvantaged to rise at the rate of inflation next year.

The chamber's budget would cut the federal deficit by $56 billion next year, according to Representative William H. Gray 3rd, Democrat of Pennsylvania and chairman of the Budget Committee, which drafted the plan.

Republicans, however, have challenged this claim.

The Republican-controlled Senate's initial budget resolution is also supposed to trim the deficit by $56 billion, but it would cut deeper into domestic spending—freezing education spending without an inflation factor—and would provide for more military spending.

Under the House-passed resolution, budgets would rise with inflation for Chapter 1, Head Start, education for the handicapped and vocational rehabilitation, special-education programs, Indian education, and some higher-education and job-training programs.

NATIONAL

TV Series To Build Children's Math Skills

The Corporation for Public Broadcasting has awarded the Children's Television Workshop a grant of up to $3 million to produce a major new television series to help children improve their mathematics skills.

The C.T.W., creator of "Sesame Street," "The Electric Company," and "3-2-1 Contact," plans to develop a 65-part series for 8- to 12-year-olds designed to supplement classroom instruction. The series, to run on public broadcasting stations weekdays in the late afternoon, will première in the fall of 1986 or early 1987.

The half-hour programs will focus on basic mathematical concepts and problem-solving techniques, according to C.T.W. officials, who for the past year have been assessing the mathematical awareness and educational needs of the target audience. They will test five pilot segments of the program this summer before proceeding with the full $13.6-million series.

News Foundation Launches Project To Combat Illiteracy

The Gannett Foundation has announced a $300,000 nationwide project to help fight adult illiteracy.

The project, designed to coincide with the foundation's 50th anniversary, will provide grants to programs in local communities, with an emphasis on increasing the number of literacy tutors and students.

Officials of the Rochester, N.Y., foundation said $200,000 will be earmarked for communities that are served by newspapers, broadcast stations, and other subsidiaries of the Gannett Company. Half of the $200,000 will be awarded to local chapters of Literacy Volunteers of America. The other half will be divided among local Laubach Literacy Action chapters, libraries, job-training programs, adult-education programs, prisons, and other literacy groups.

Local literacy organizations are invited to apply for individual grants of up to $10,000, which will be awarded on a first-come-first-considered basis by local Gannett Company affiliates.

Officials of the Syracuse, N.Y.-based Literacy Volunteers of America said their national staff will try to locate communities that have no existing programs in order to establish new chapters.

The other $100,000 will be used by the Gannett Foundation to support national literacy programs, including a project designed to integrate computers into adult-literacy instruction, and to help with the development of a daily 15-minute television program offering literacy instruction that will be made available to public television stations around the country.

STATES

Pennsylvania Officials Back Stricter Rules For Teacher Training

For the first time in 15 years, the Pennsylvania Department of Education has endorsed more stringent standards for approving the state's 88 teacher-training institutions.

"Some of the standards are entirely new, and many were revised to be more specific than current standards about what should be included in a teacher-education program," Margaret A. Smith, the state's education secretary, said in a prepared statement.

"The standards," she added, "will be used to create competency tests that, starting in 1987, all teachers will be required to pass before they can be certified."

The standards include both general provisions that apply to all teacher-education programs and specific provisions that apply to each of the nearly 100 areas of certification, such as social studies, mathematics, and science.

New provisions in the general standards require a minimum of 12 weeks of student teaching; a general-education program that includes

FORUM

Jobs and Education

by Bill Honig
California State Superintendent of Public Instruction

Bill Honig

The correlation between education and earning power has been amply documented over the years. The general rule is: The higher the level of academic attainment a given individual achieves, the more money he or she is likely to command in the marketplace. But what about the macroeconomic picture? Does society really need to train the majority of youngsters to high levels of academic excellence? By consensus, educators have long answered that question in the affirmative. Recent studies by the National Academy of Sciences (*High Schools and the Changing Workplace,* Washington, D.C., 1984) and by the College Board (*Academic Preparation for the World of Work,* New York, July, 1984) reach remarkably consistent conclusions. Specifically, both groups found that our economy is heading in the direction of higher skill levels for employees and that job opportunities in the future will favor the well-educated.

Recently, however, a pair of researchers affiliated with the Stanford University School of Education, Russell W. Rumberger and Henry M. Levin, released a report coming to the opposite conclusion. The document, *Forecasting the Impact of New Technologies on the Future Job Market* (Project Report No. 84-A4), from the Institute for Research on Educational Finance and Governance at Stanford, focused on Bureau of Labor Statistics (BLS) projections of future employment in the United States. It argued that future job growth will favor service and clerical jobs that require little or no postsecondary schooling and that pay below-average wages. This analysis—undercutting as it did one of the fundamental rationales for a stronger academic curriculum—caused quite a bit of soul-searching in educational circles. In this article I would like to review the important issues the report raised and suggest an alternative interpretation of the BLS jobs forecast.

Rumberger and Levin's argument, in essence, is that the impact of high technology industries and occupations has been oversold. They correctly point out that, even broadly defined, high tech industries employ only 15 percent of the work force. While they concede that the highest rate of job growth in the economy will be in the glamorous high tech occupations, they contend that the largest absolute growth will continue to occur in the familiar lunch-bucket, low-education occupations. To buttress this point, they present in Table 4 of their report a list of the 10 fastest-growing job categories, both relatively and absolutely, based on BLS projections through the year 1995. The table shows that the fastest relative growth is predicted to occur in job categories such as computer systems analyst, legal assistant, electrical engineer and so on. But the largest absolute growth will be in building custodians, cashiers, secretaries and truck drivers. The message from the BLS figures is clear, according to Rumberger and Levin. "Not only will high tech provide few job opportunities in the future economy," they write, "but most new jobs will require no postsecondary schooling and will pay wages significantly lower than the average."

Rumberger and Levin's table is misleading for two reasons. In the first place, the table is biased towards the broadest job classifications. For instance, the job description "custodian," which makes the top-ten list for most openings, is a catchall. The BLS breaks down the job description of engineer much more discretely. If you add up all the engineering categories in the BLS forecast, you find that there will be 420,000 new jobs in this field by 1995—putting it in the top range. In the second place, you can't look at just new jobs to evaluate the education required of today's students. Total job openings are made up of both newly created jobs and net replacements. Even slow-growing groups require large numbers of replacements. To take an example from my area of expertise, secondary school teachers don't show up in Rumberger and Levin's Table 4 since they will grow by only about 100,000 new jobs by 1995. But since there are currently a million secondary school teachers, there will be an additional 500,000 openings in this field by 1995, assuming a typical 4 percent per annum retirement and attrition rate.

A better way to read the BLS projections is to look at the aggregate data and see what they say. Using 1982 as the base year, the BLS reports that 101.4 million Americans were working. By broad categories, there were 16.6 million professional; 9.5 million managerial; 7 million sales; 19 million clerical; 11.5 million craft; 16.2 million service; 13 million operatives; 5.9 million laborers; and 2.7 million farm. Based on my estimate of Department of Labor job categories, 38 percent of the 1982 work force required high levels of education and training (see Table A). Between 1982 and 1995, according to the BLS, 58.6 million job openings (including new jobs and net replacements) are projected to become available (see Table B). Of these (and using the same assumptions as in Table A), 27.1 million—or 46 percent of the total—are expected to require higher levels of academic preparation. In other words, broadly interpreted, the data show that we are moving from a work force in which 38 percent have the computation, speaking, writing and thinking skills associated heretofore with the college-bound to a labor market in which nearly half the new hires will be expected to be so qualified. That's a significant trend—and a clear indicator to the public schools. Making allowances for possible underprojections and making sure to maximize the opportunities for our young people, I conclude from the BLS projections that we should be attempting to educate at least two-thirds to three-quarters of our students to these higher levels of academic achievement.

TABLE A

Education and Training Required for U.S. Jobs, 1982

Job category	*Total**	*Level required* *High*	 *Low*
Professional	16.6	16.6	—
Managerial	9.5	9.5	—
Sales	7.0	2.0	5.0
Clerical	19.0	3.8	15.2
Craft	11.5	3.5	8.0
Service	16.2	1.5	14.7
Operatives	13.0	—	13.0
Laborers	5.9	—	5.9
Farm	2.7	1.5	1.2
Total	101.4 (100%)	38.4 (38%)	63.0 (62%)

*In millions.

Interestingly enough, predicting a low-skills employment future, as do Rumberger and Levin, merely updates a social prophecy originally made by Karl Marx—that the capitalist system would inexorably force more and more workers into low-paying jobs or out onto the streets, setting the state for a proletarian revolution. Marx was wrong, as the growth of the huge middle class in the United States and Western Europe attests. He failed to anticipate the genius of the free market system to adapt to technological change by reinvesting in new products and services the wealth it helped create, thus generating more jobs and continuing the upward spiral of economic prosperity.

From the loom-smashing Luddites of 18th century England to the present, every time a technological innovation that threatened to change business as usual was introduced, there have been experts around to foresee imminent disaster. And, history shows, every time they have been proved wrong. But, in the most remarkable statement of their treatise, Rumberger and Levin suggest that this time "history may tell us very little about the future." Why so? Because the industrial and agricultural revolutions only replaced muscle power. But future technologies "could greatly reduce the mental demands of work in virtually all sectors of the economy."

Maybe, but I sincerely doubt it. Anyone who has ever worked with computers knows that the machines are *idiots savants.* They are unparalleled at performing their limited tasks but totally incapable of the judgments and creative intelligence that make human employees valuable. And, the experience of businesses that rely extensively on computers seems to be bearing out this point of view. In March, 1985, Adia Personnel Services of Menlo Park, California, conducted a survey of almost 1,000 companies in eight countries, asking what effect office automation had had on their staffing. The answer: "Although the total number of jobs did not change, many lower-level office workers were laid off and replaced by more skilled personnel." A recent report by a major insurance company examined the reading level of the material that a variety of their employees—secretaries, clerks, typists—were expected to comprehend. It turned out that the expectations were quite high. The conclusion is inescapable: To bet on a low tech future would be foolish, unfair to our children, and dangerous to the economic health of this country.

TABLE B

Projected U.S. Job Openings, 1982—1995

Job category	*High educational requirements* *New jobs**	 *Replacement jobs**	*Low educational requirements* *New jobs**	 *Replacement jobs**
Professional	5.2	6.6	—	—
Managerial	2.7	4.5	—	—
Sales	0.6	0.7	1.4	1.3
Clerical	2.0	1.1	3.0	4.4
Craft	1.1	1.3	2.0	2.1
Service	0.4	0.4	4.1	3.6
Operatives	—	—	1.1	4.0
Laborers	—	—	2.4	1.8
Farm	(0.1)	0.6	(0.1)	0.4
Subtotal	11.9	15.2	13.9	17.6
Total, high requirements	27.1 (46%)			
Total, low requirements	31.5 (54%)			
Total, job openings	58.6 (100%)			

*In millions.

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R4800-2

FALLING BEHIND

A report by the Children's Defense Fund contends that the gap between black and white children's well-being is widening, and a study by an association of colleges finds that the number of minority students receiving financial aid is declining.

See Page 6.

MOVING FORWARD

Hoping to form a coalition of leading universities to train at least 10 percent of the nation's teachers as a corps of career professionals, 24 education-school deans have adopted reforms they say will "result in sweeping changes" in teacher training.

See Page 5.

AT THE READY

Saying it will prepare New York to meet the challenges of the future, the Board of Regents has approved a far-reaching strategy—one of the most comprehensive in the nation—to integrate technology into schools, libraries, and museums.

See Page 8.

EDUCATION WEEK

American Education's Newspaper of Record

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The Remediation Issue

'Excellence' Tactics Single Out Weakest, but Offer Little Aid

By Lynn Olson

PHILADELPHIA—The William F. Dick elementary school lies in the heart of one of this city's poorest neighborhoods. Almost 99 percent of the school's 574 students are black. Most live in the subsidized-housing projects that surround the school, are on welfare, and come from single-parent homes.

Last fall, the vast majority of the school's 3rd- and 5th-grade students failed to pass the cutoff scores on Pennsylvania's new statewide test, called TELLS or Testing for Essential Learning and Literacy Skills, and thus qualified for state assistance.

To help such students, the state provided about $38 per child—or $76 if the child failed both the reading and mathematics portions of the test. Because the city reserved some of those funds for a summer-school program, the William F. Dick school received only $20 per child to provide remediation during the latter half of the school year, even if the child failed in both subjects.

For the Dick school's officials, as for others across the nation, test scores symbolize the new pressure to attain "excellence" in education.

Since the push for excellence began, nearly 40 states and many cities have created new tests or made existing tests harder in order to raise standards.

In some instances, the tests help determine whether students will graduate from high school, move on to the next grade, or receive remedial education to rectify academic problems. In others, the tests merely identify those who pass and those who fail, and provide a rough measure of comparison among schools, districts, and states.

The increased emphasis on statewide testing is dividing pupils into winners

Continued on Page 20

CHANGING COURSE

An occasional series on the effects of the reform movement

Alabama Moment-of-Silence Law Is Invalidated by Supreme Court

Prayer Advocates Prepared For Battle in Congress

By Tom Mirga

WASHINGTON—The U. S. Supreme Court's decision last week invalidating Alabama's moment-of-silence law has rekindled the vitriolic debate in the Congress over a proposed Constitutional amendment to permit organized prayer in public schools.

Senator Orrin G. Hatch, Republican of Utah, said he will hold hearings in his Senate Judiciary subcommittee as early as this week on an amendment to allow some form of prayer in public schools.

NEWS ANALYSIS

More ardent supporters of school prayer, meanwhile, said they would press for a quick vote on the Senate floor on legislation that would strip the Supreme Court and lower federal courts of jurisdiction in school-prayer cases.

Although the White House had no com-

Continued on Page 11

Majority Suggests Support For Laws in Other States

By Tom Mirga

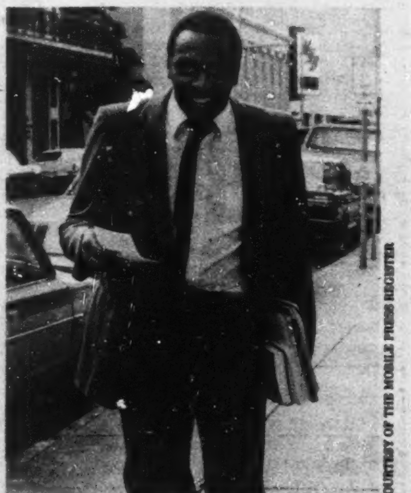
WASHINGTON—The U. S. Supreme Court, acting on one of the most controversial cases presented to it in recent years, last week struck down an Alabama law that permitted a daily one-minute period of silence for prayer or meditation in the state's public schools.

The Justices strongly suggested, however, that they might approve a number of similar laws that have been enacted in half of the states in the nation, provided that the laws were not intended to endorse prayer as a preferred activity. Such a determination, the Court's majority indicated, would hinge on reviews of the statutes' legislative histories and the intentions of their sponsors.

See page 13 for the text of the Court's decision.

The Court's ruling in *Wallace* v. *Jaffree* (Case No. 83-812) and *Smith* v. *Jaffree* (No. 83-929) was its first on the subject of moment-of-silence laws, which have been enacted in Alabama and 24 other states in response to the Court's landmark decision in 1962 prohibiting organized, spoken prayer in public schools. The Alabama law was declared unconstitutional by a federal appeals

Continued on Page 13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Ishmael Jaffree, who challenged the Alabama law's constitutionality.

E.P.A. To Disburse $45 Million To Aid Asbestos Removal

By Linda Chion-Kenney

WASHINGTON—Some $45 million in federal aid will be distributed to 199 school districts to help pay for asbestos abatement in 341 of the 4,800 schools that requested assistance, the Environmental Protection Agency announced last week.

Agency officials mailed letters to the grant and loan recipients last Thursday. Under the aid program, which was created by the Asbestos School Hazard Abatement Act of 1984, aid was to be given to schools with the most serious hazards and the greatest financial need.

According to Susan F. Vogt, director of the E.P.A.'s Asbestos Action Program, agency officials worked seven days a week for a month to process the 1,100 applications for aid, which represented 4,800 schools and 8,300 proposed asbestos-cleanup projects

Continued on Page 12

Hanging Death of 12-Year-Old Raises Questions

Is School Speaker's Talk Dangerous? Suicide-Prevention Workers Think So

By Alina Tugend

The suicide death of a 12-year-old Ohio boy following a traveling evangelist's anti-drug and anti-suicide presentation at his school has raised questions about the validity of the speaker's program, which includes a tape recording of an actual suicide.

In Wooster, Ohio, and a handful of other communities across the nation where the Kansas-based speaker has appeared at schools recently, teachers and mental-health officials say the dramatic one-man presentation has upset many students unnecessarily and prompted a surge in calls to suicide-prevention hotlines.

And some argue that his religious orientation makes him an unsuitable speaker for public-school audiences.

The evangelist at the center of the controversy, Jerry Johnston, is one of a number of prominent preachers who have made youth issues their forte. Such speakers are known mainly in Southern Baptist circles and in the schools where they have spoken, receiving modest but generally favorable press attention.

But Mr. Johnston's techniques came into question in April when Dana Golub, a 12-year-old Wooster student, heard the evangelist's program at his junior high school,

Continued on Page 19

Publication Schedule

With next week's issue, dated June 19, *Education Week* suspends publication for part of the summer. The regular publication schedule will resume with the Aug. 21 issue, which will include a special pull-out review of the summer's news.

IN SUMMARY

One Cost of Reform
Largely because of increased academic requirements, more than 60 percent of vocational-education students have less time for their courses, according to a new survey. **Story on Page 6.**

One Unusual Solution
New York City has established an academic program for homosexual students who have become chronic truants and dropouts because of harassment in regular schools. **Story on Page 7.**

A New Formula
New Hampshire has adopted a new foundation-aid program that distributes funds to schools more equitably and that may bring to an end a longstanding school-finance suit. **Story on Page 8.**

The 'Press of Business'
At his confirmation hearing, Gary L. Bauer, undersecretary-designate of education, told senators that plans to reorganize the department will be delayed until late this year. **Story on Page 10.**

Choosing Choice
Secretary of Education William J. Bennett plans to spend about $2.3-million, most of his discretionary funds, on activities that promote parental choice, character, and content. **Story on Page 10.**

Awarding Fees
A bill to allow parents to receive legal fees in special-education cases brought under P.L. 94-142 moved forward last week with unanimous approval by a Senate committee. **Story on Page 10.**

Dunning Delinquents
New rules published by the Office of Management and Budget are expected to help the government collect many millions in delinquent student loans. **Story on Page 11.**

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THE WEEK

FEDERAL

E.D. Reports Abuses In Contracts, Grants

The Education Department's inspector general last week announced that his office questioned, or recommended for recovery, $45.7 million in federal expenditures during the six-month period ending March 31.

Actions by the inspector's office—an independent watchdog agency that investigates charges of waste, fraud, and abuse within the department—resulted in 91 criminal indictments and 61 convictions, said the inspector general, James B. Thomas Jr., in his report to the Congress.

The office's 10th semi-annual report disclosed that the department had asked grantees and contractors to return over $24.6 million in unsupported or inappropriate costs. The inspector general's report does not include the results of internal department investigations but audits and investigations into grants and contracts. Many of the reported abuses focused on student financial-aid programs.

In the largest reported abuse in elementary and secondary education, the inspector recommended that a state return $18.4 million in vocational-education funds. The state—unnamed, as are all the principals in the report—improperly charged unused money to previous years' accounts to avoid having to return it to the government.

NATIONAL

Fewer States Report Measles, But Cases Up by 69 Percent

While the number of states reporting cases of measles decreased in 1984, the total number of measles cases increased 69 percent, according to the national Centers for Disease Control.

The number of states reporting cases of measles fell from 38 in 1983 to 35 last year, but the provisional number of measles cases rose to 2,534 in 1984, up from 1,497 cases in 1983.

The C.D.C. releases the figures in the May 31 edition of its *Morbidity and Mortality Weekly Report.*

The report noted that the number of cases recorded in 1984 is small, especially compared with the 525,000 cases reported annually during the prevaccine era of the 1950's and early 1960's.

Of the 2,543 measles patients last year, 1,184 had been vaccinated, which is to be expected, C.D.C. officials said, because the vaccine is about 90 percent effective. But 874, or 34 percent, of the cases were classified as "preventable." A case is considered preventable if the illness occurs in an individual between 16 months and 29 years old who does not have immunity or a valid reason not to be immunized.

School-age children still constitute "the majority of preventable cases, and further efforts need to be directed at ensuring that all children covered by state school-immunization laws are adequately vaccinated," the report said.

STATES

Illinois Reform Costs Are Underestimated, Chicago Panel Says

A study of the costs of implementing school reform in Illinois indicates that improvements proposed by state leaders, reform commissions, and legislators will actually cost many times more than the amount anticipated.

In the report, the Chicago Panel on Public School Finances analyzed 18 initiatives proposed by several different reform groups. The panel, which represents 17 civic organizations concerned with public-education issues, warned that "unless more realistic cost estimates are taken into account and reform programs are adequately funded, Illinois's education reform may in fact endanger and undermine" the quality of education in the state.

The panel said that proposals of the Illinois Commission on the Improvement of Elementary and Secondary Education, which call for student testing, remediation, and early-childhood-education programs, are estimated at $544 million but would actually cost the state about $1.56 billion.

Gov. James R. Thompson's proposals, estimated to cost $136 million, would cost the state $393.5 million, according to the panel, which said it based its figures on comparative costs in other states and the cost of "adequate implementation."

But Ross A. Hodel, an assistant to Governor Thompson, said the panel's projections were "high" and "misinterpret what was put into the Governor's program."

Missouri Reform Bill Signed by Governor

Gov. John Ashcroft of Missouri has signed into law the state's "Excellence in Education Act," a comprehensive school-reform plan that will cost the state about $125 million over three years.

Under its provisions, the state will introduce a career-ladder plan, higher minimum salaries for teachers, and financial incentives for school districts to make improvements at the building level.

"This bill represents one of the finest achievements of the Missouri legislature," Governor Ashcroft told legislators, educators, and spectators who gathered at a ceremony in the Capitol late last month.

The act is expected to cost the state $2.6 million in fiscal 1986, $49.6 million in 1987, and $72.5 million for full implementation in fiscal 1988.

But to get around an amendment to the law that requires the state to add $3 in funding for the state's foundation formula for every dollar increase in funding for school reform, the Governor and legislature have agreed to "forward fund" the reform program by about $23-million next year, in addition to the $2.6 million that will actually be needed, according to Tom L. Duncan, the Governor's assistant for education and policy management.

He said the funding will be in addition to the state's foundation-formula increase for fiscal 1986, which has been set by a legislative conference committee at $102.5 million over the current $765 million. The Governor is seeking a foundation-formula increase of $50 million, Mr. Duncan said.

DISTRICTS

New York Grand Jury Calls for Changes In Handling of Abuse

After a six-month investigation, a special grand jury has called for major improvements in New York City's handling of child-abuse cases.

The grand jury, convened at the request of Bronx County District Attorney Mario Merola, issued 38 recommendations for preventing child abuse and neglect and for treating its victims. It also suggested changes in the way such cases are reported, investigated, and prosecuted.

More than 134,000 children in the state were abused or neglected last year, 56,000 of them in New York City, noted the grand jury's 77-page report titled "The New York City Experience With Child Abuse: A Lesson for the Nation." Among its recommendations:

- State hotline operators must be better trained to interview callers in emergency situations, and the hot-

U.S. Releases $45 Million for Asbestos Cleanup

Continued from Page 1

totaling $530 million.

Ohio, with $8.25 million, received the most aid, followed by Texas, $5.13 million; Pennsylvania, $4.04 million; Louisiana, $2.29 million; and New Jersey, $2.21 million. *(See list of recipients below.)*

Proposed projects, Ms. Vogt said, were grouped under six hazard-priority categories; only those in the first three categories were eligible for aid.

According to Ms. Vogt, projects in the highest hazard category totaled $100 million, in the second hazard category $187 million, and in the third hazard category $96 million. That, she noted, was before agency officials analyzed the requests for aid.

The bulk of the aid, she added, was earmarked to cover projects in the first hazard category, although projects in the second and third categories were funded to meet mandated state mininums. About $8 million was earmarked to reimburse schools for projects that had already been undertaken and completed by Jan. 1, 1984.

Under the law, at least $250,000 had to be awarded to each state of entity with qualified applicants. Forty-nine of the 54 states and territories that bid on the money—including the District of Columbia, and the Bureau of Indian Affairs—were funded, Ms. Vogt said.

Virginia did not request aid and New Mexico and Utah were the only two states found not to have qualified applicants, she said.

Aid recipients in the poorest 25 percent of communities nationally will receive 100 percent of their requests, Ms. Vogt said. But the others, she added, will receive only part of the costs under a financial-need formula based on the district's per-capita income, the number of people in the district, and the projected cost of the abatement project.

No Request for Funds

Last August, the Congress appropriated the first $50-million of a $600-million, seven-year federal asbestos cleanup plan created by the Asbestos School Hazard Abatement Act of 1984. The E.P.A., which is charged with dispersing the aid to private and public schools in grants and no-interest loans repayable over 20 years, retained $5 million for administrative costs.

Although only 7.1 percent of the schools that requested aid received grant or loan assistance, the E.P.A. has not asked the Congress to fund the aid program beyond the first appropriation, Ms. Vogt said.

At the time the 1985 and 1986 budget requests had to be made, she said, the agency had not yet analyzed the requests for aid and did not know the scope of the need. The agency, she added, also did not want to give school officials an "incentive" to delay necessary asbestos-abatement projects by waiting for expected federal aid.

That view was echoed by John A. Moore, E.P.A.'s assistant administrator for pesticides and toxic substances, in a prepared statement last week announcing the first award recipients.

"These grants will help our country's neediest schools eliminate a potentially serious threat to the health of students," he said. "I urge those schools that have not received grants or loans but that have severe asbestos problems to deal with them right away and not delay abatement projects in anticipation of future federal funding."

Nevertheless, some government and industry officials predict that asbestos-abatement work in schools throughout the country is in jeopardy because insurance companies are refusing to underwrite the activities of those involved in the work—including contractors, architects, consultants, and laboratory technicians. *(See Education Week, May 22, 1985).*

Roundtable Discussion

To address those concerns, the E.P.A. recently held a special roundtable discussion for contractors and insurance representatives. The meeting was closed to the press.

In an interview last week, Ms. Vogt said she was heartened to learn that some insurance is available, and more could be forthcoming.

But others pointed out that the Great American Surplus Lines Insurance Co. appears to be the only insurance carrier offering general-liability insurance for asbestos contractors. Officials of other companies say they will review the matter on a "case-by-case basis."

"I checked with 36 insurance companies and they all said 'no,'" said Henry W. Nozko Jr., executive vice president of the ACMAT Corporation of Hartford, Conn., which specializes in asbestos-abatement work.

Mr. Nozko said his company, an insurance company, and a diversified financial institution will announce within the next two weeks their plans to launch a new insurance company for asbestos contractors.

Contractor Certification

Others who attended the roundtable discussion said in interviews last week that while private-sector initiatives will do much to solve the problem, legislation is needed to limit the liability of contractors who meet specified standards for work practices and worker-protection, and to limit the amount of awards granted by the courts in asbestos-related lawsuits.

The E.P.A., Ms. Vogt noted, is stepping up its technical-assistance efforts to encourage states to adopt contractor-certification and worker-licensing requirements. Only four states—Maryland, New Jersey, Oklahoma, and Alabama—reportedly have such programs, although 14 others are said to be moving in that direction.

In addition, Ms. Vogt noted, aid recipients will have to document that the contractors they hire have been trained, have extensive experience in asbestos-abatement work, have revealed any notices of violations or involvement in legal proceedings, have explained any job terminations, and have instructed their workers in the proper uses of air respirators.

Districts Receiving Asbestos-Abatement Funds

Alabama: $360,310
City Board of Education of Birmingham: $49,809.60 in loans.
Montgomery County Board of Education, Montgomery: $25,250 in loans.
Selma Public Schools: $75,886 in grants; $75,886 in loans.
Alabama Institute for Deaf and Blind, Talladega: $33,479 in loans.

Alaska: $750,000
Kodiak Island Boro, Kodiak: $375,000 in grants; $375,000 in loans.

Arizona: $102,492
Sunnyside Unified School District # 12, Tucson: $51,246.37 in grants; $51,246.37 in loans.

Arkansas: $293,302
Arkadelphia School District #1: $8,920 in grants; $8,920 in loans.
Special School District of Fort Smith: $5,677.18 in grants; $48,222.82 in loans.
Paris School District #7: $4,796.25 in grants; $4,796.25 in loans.
Walnut Ridge Public Schools: $103,218.16 in grants; $108,751.84 in loans.

Bureau of Indian Affairs: $233,925
Aberdeen Area, Belcourt: $113,200 in grants.
Eagle Butte High School: $3,425 in grants.
Flandreau Indian School: $31,210 in grants.
Crow Creek Reservation High School, Stephan: $59,550.
Marty Indian School: $10,650 in grants.
Bullhead Day School: $2,950 in grants.
Sicangu Oyate Ho, Inc., St. Francis: $8,365 in grants.
Swift Bird Day School, Eagle Butte: $1,500 in grants.
Pierre Indian Learning Center: $3,075 in grants.

California: $261,693
Bassett Unified School District, La Puente: $2,330.93 in grants; $3,669.07 in loans.
Brea-Olinda Unified School District, Brea: $36,943 in loans.
Central Unified School District, Fresno: $57,000 in loans.
Elk Grove Unified School District: $24,000 in loans.
Oakdale Union Elementary School District: $51,991 in loans.
Rim of the World Unified School District, Lake Arrowhead: $65,264 in loans.
Cupertino Union School District: $20,495 in loans.

Connecticut: $472,400
Hartford Public Schools: $226,200 in grants; $226,200 in loans.
Newtown Board of Education: $20,000 in loans.

Colorado: $701,703
Adams-Arapahoe Joint School District 28J, Aurora: $350,851 in grants; $350,851 in loans.

Delaware: $263,300
Appoquinimink School, Odessa: $28,250 in grants; $28,250 in loans.
Ceasar Rodney School District, Camden: $7,936.32 in grants; $11,713.68 in loans.
Capitol School, Dover: $29,050 in loans.
Lake Forest School District, Harrington: $31,020 in grants; $31,020 in loans.
Seaford School District: $30,000 in loans.
Holy Spirit School, New Castle: $11,650 in grants; $11,650 in loans.
St. John The Beloved, Wilmington: $8,830 in grants; $8,830 in loans.
St. Mary Magdalene School, Wilmington: $12,500 in grants; $12,500 in loans.

District of Columbia: $284,000
District of Columbia Public Schools: $284,000 in loans.

Florida: $54,496
School Board of Manatee County, Bradenton: $53,461.70 in loans.
School District of Taylor County, Perry: $517.50 in grants; $517.50 in loans.

Georgia: $553,090
Richmond County of Board of Education, Augusta: $122,707.15 in grants; $329,292.85 in loans.
Diocese of Savannah: $101,090.80 in loans.

Idaho: $305,535
Blackfoot School District #55: $18,199.50 in grants; $18,199.50 in loans.
Caldwell School District #132: $6,412 on loans.
Joint School District #151, Burley: $14,819.50 in grants; $14,819.50 in loans.
Bonneville Joint School District #93, Idaho Falls: $145.84 in grants; $474.16 in loans.
Independent School District #1, Lewiston: $18,660.55 in grants; $156,539.45 in loans.
Moscow School District #281: $822.10 in grants; $40,553.90 in loans.
Post Falls School District #273: $15,889.30 in loans.

Illinois: $1,261,786
Township High School District #211, Palatine: $240,002 in grants; $759,998 in loans.
Venice Community Unit School District #3: $76,375 in grants; $76,375 in loans.
Yorkville Community Unit 115: $109,036 in loans.

Indiana: $366,193
Diocese of Fort Wayne-South Bend: $366,193.44 in loans.

Iowa: $470,135
Charles City Community Schools: $68,242.78 in grants; $169,072.22 in loans.
Des Moines Independent Community School: $99,980.35 in loans.
Kanawha Community School District: $7,448.75 in grants; $7,448.75 in loans.
New Hampton Community School District: $19,000 in grants; $19,000 in loans.
South Winneshiek Community School, Calmar: $35,118.88 in grants; $44,824.12 in loans.

Kansas: $220,196
Unified School District #204, Bonner Springs: $52,621 in loans.
USD, #352, Goodland Kansas: $40,725 in loans.
Unified School District #233, Olathe: $117,009.64 in loans.
St. John's Church, Beloit: $9,841 in loans.

Kentucky: $1,505,150
Clay County Public Schools, Manchester: $49,361.96 in grants; $49,361.95 in loans.
Daviess County Board of Education, Owensboro: $28,883.56 in grants; $79,517.44 in loans.
Harlan Co. Board of Education: $138,577 in loans.
Jefferson County Public Schools, Louisville: $20,310.70 in grants; $717,857.30 in loans.
Jessamine County Board of Education, Nicholasville: $110,406.93 in grants; $188,822.35 in loans.
Laurel County School Division, London: $58,570 in grants; $58,570 in loans.
Villa Madonna Academy, Covington: $84,911 in loans.

Louisiana: $2,294,573
Bossier Parish School Board, Benton: $510,359.91 in grants; $618,233.09 in loans.
New Orleans Public Schools: $320,164.11 in grants; $845,815.89 in loans.

Maine: $158,160
Brunswick School Department: $640.04 in grants; $47,335.96 in loans.
M.S.A.D. #16, Hallowell: $42,587 in grants; 67,597 in loans.

Maryland: $1,549,252
Baltimore City Schools: $137,646 in loans.
Grace & St. Peter's Day School, Baltimore: $12,700 in loans.
Harford County Public Schools, Bel Air: $1,383,906 in loans.
Talmudical Academy of Baltimore: $15,000 in loans.

Massachusetts: $405,840
City of Lynn School Department: Lynn: $33,000 in loans.
Mohawk Trail Reg. School District, Shelburne Falls: $65,000 in grants; $65,000 in loans.
Roman Catholic Diocese of Springfield: $121,420 in grants; $121,420 in loans.

Michigan: $816,325
Davison Community Schools: $295,384.52 in grants; $384,615.48 in loans.
Millington Community Schools: $3,888.95 in grants; $9,052.05 in loans.
Oak Park School District: $61,692 in grants; $61,692 in loans.

Minnesota: $617,040
Lamberton Public School: $95,000 in grants; $95,000 in loans.
Special School District Number 1, Minneapolis: $427,040 in loans.

Mississippi: $403,211
Natchez Special Municipal. Sep. School District: $117,605.50 in grants; $117,605.50 in loans.
Noxubee County School District, Macon; $84,000 in grants; $84,000 in loans.

Missouri: $590,800
North St. Francois County R-1 School District, Bonne Terre: $14,779.40 in grants; $20,008.60 in loans.
Hayti R-2 School District: $38,522.50 in grants; $38,522.50 in loans.
King City R-1 School District: $149,800 in grants; $149,800 in loans.
Moberly Public School District #81: $27,569.08 in grants; $151,887.92 in loans.

Montana: $395,400
Anaconda School District No. 10: $163,132.95 in grants; $232,267.05 in loans.

Nebraska: $301,534
Chadron City Schools:$11,661.99 in grants; $38,992.01 in loans.
Stanton Community Schools: $27,767.45 in grants; $27,767.46 in loans.
Archbishop Bergan Junior/Senior Catholic High School, Fremont: $31,752 in loans.
St. Pius X/St. Leo School, Omaha: $17,110.83 in grants; $87,189.17 in loans.
St. John Lutheran School, Seward: $24,993 in loans.
Brownell-Talbot School, Omaha: $34,371 in loans.

Nevada: $1,563,293
Clark County School District, Las Vegas: $388,667.26 in grants; $1,054,625.74 in loans.
Lincoln County School District, Panaca: $57,883.32 in grants; $62,116.68 in loans.

New Hampshire: $299,622
Kearsarge Regional School District: $16,738.14 in loans.
Newport School District: $2,077.50 in grants; $2,077.50 in loans.
Sunapee School District: $280 in loans.
Crotched Mountain Rehabilitation Center, Greenfield: $278,449 in loans.

New Jersey: $2,205,793
Camden Board of Education: $138,325 in grants; $138,325 in loans.
Board of Education of Clifton: $21,483.97 in grants; $227,516.03 in loans.
Collingswood Board of Education: $21,507.03 in grants; $26,492.97 in loans.
Fair Lawn Public Schools: $124,259.12 in grants; $388,468.88 in loans.
Flemington-Raritan Board of Education: $256,686.47 in loans.
Hanover Park Regional High Sch. Dist.: $13,295.93 in grants; $110,162.07 in loans.
Newark Board of Education: $36,370 in grants; $36,370 in loans.
Paramus Board of Education: $8,539 in grants; $8,539 in loans.
Paterson Board of Education: $309,500 in grants; $309,500 in loans.
Roselle Park Board of Education: $5,630.24 in grants; $24,821.76 in loans.

New York: $1,476,074
Fredonia Central School District: $85,780.92 in grants; $146,998.08 in loans.
Limestone Union Free School District: $6,250 in grants; $6,250 in loans.
Nanuet Union Free School District: $281,235.78 in grants; $549,174.22 in loans.
Sacred Heart Church, Bronx: $125,157.50 in grants; $125,157.50 in loans.
Our Lady of Grace Church, New York: $23,490.05 in grants; $82,579.95 in loans.
St. Philip & James, New York: $19,358.72 in grants; $24,641.28 in loans.

North Carolina: $1,350,000
Burlington City Schools: $577,249.20 in grants; $772,750.80 in loans.

North Dakota: $300,774
Central Cass Public School District #17, Casselton: $10,056.99 in grants; $36,867.01 in loans.
Dakota Public School #3, Hunter: $11,016.98 in grants; $28,494.07 in loans.
Elgin Public School: $6,000 in grants; $6,000 in loans.
Milnor Public School District #3: $2,146.82 in grants; $2,853.18 in loans.
Oakes Public School District: $39,500 in grants; $39,500 in loans.
Valley City Public School District #2: $18,339.05 in loans.
Walhalla Public School: $50,000 in grants; $50,000 in loans.

Northern Marianas: $39,788
Commonwealth of the Northern Marianas, Saipan: $39,788 in loans.

Ohio: $8,251,716
Ashtabula Area City Schools: $17,310.46 in grants; $45,160.54 in loans.
Brunswick City School District: $118,165.85 in grants; $275,564.15 in loans.
Cleveland City School District: $166,535.72 in grants; $196,660.68 in loans.
Cleveland Heights-University Heights School District, University Heights.: $31,933 in loans.
Fairborn City School District: $39,364 in loans.
Nelsonville-York City Schools: $360,000 in grants; $360,000 in loans.
Niles City Schools: $24,613.02 in grants; $42,806.98 in loans.
Sylvania City School District: $3,824.91 in grants; $213,512.09 in loans.
Warren City Schools: $239,531.04 in grants; $383,468.96 in loans.
Youngstown City School District: $60,652.05 in grants; $85,347.95 in loans.
Vanlue Local School: $17,744.14 in grants; $24,655.86 in loans.
Washington Local Schools, Toledo: $193,605.34 in grants; $356,442.66 in loans.
Jefferson Local School District, West Jefferson: $74,605.29 in grants; $148,826.71 in loans.
West Muskingom Schools, Zanesville: $15,000 in loans.
Madison Board of Education, Mansfield: $112,331.98 in grants; $169,278.02 in loans.
Copley-Fairlawn City School, Copley: $10,400 in loans.
Howland Local Schools, Warren: $610,647.23 in grants; $883,952.77 in loans.
Fairbanks Local School District, Milford Center: $113,528.95 in grants; $168,527.05 in loans.
Diocese of Cleveland: $585,904.89 in grants; $1,914,382.69 in loans.
Sts. Peter and Paul School, Warren: $56,116.79 in grants; $81,970.28 in loans.
Labrae Local Schools, Leavittsburg: $24,672 in grants; $24,672 in loans.

Oklahoma: $507,536
Enid Public Schools: $67,719.31 in grants;

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Testing, but Few Cues on Pupil Aid

Continued from Preceding Page

said, has given states little guidance on such issues.

Robert Pressman, senior staff attorney for the Center for Law and Education in Cambridge, Mass., said that where some form of prior discrimination had occurred, states would have an obligation to provide remediation to students failing state tests. "It's also possible," he said, "that if remediation would tend to help all or almost all the students pass, and not doing that creates a racial or ethnic disproportion in terms of who doesn't pass, then states might be required to provide remediation."

Not Preventive

One thing is clear—tying remediation to test results definitely "increases the power of the tests," said Mr. Hodgkinson.

"Most of the remediation efforts that I've looked at," he added, "are immediately following the tests, but you could make a very good argument that in the year before the test you could easily spot those students who are likely to fail without some assistance. If you could get them to pass the test the first time, you'd be a heck of a lot better off than saying, 'Okay kid, you've failed, but maybe if you're lucky we can jack you up so you can make it the second time.' Very few of the states have seen remediation this way—as a prelude to the testing process."

"Any time you label a child a failure, you're putting a burden on the child," said Ms. First. "My basic argument is: if we know how to remediate these kids, why aren't we intervening before we test them and fail them?"

Little Agreement

There is, in fact, little agreement about what constitutes good remediation, and little consistency in the kinds of remediation that states are funding.

Some educators argue that good remediation is basically the same as good instruction of any type—good teaching, good curriculum, and good staff development. Others emphasize the diagnosis of each child's problems on an individual basis, instruction geared to those problems or weaknesses, and constant reassessments of the child's progress.

Kim Marshall, director of curriculum for the Boston Public Schools, recently completed a paper on remediation for administrators in that school system. He concluded: "There is no one instructional solution to the remediation problem waiting to be found and implemented. . . . Unfortunately, the jury is out on that one. Probably, the most important thing is staff ownership and a school just buying into something and making it work."

Mr. Marshall and his staff compiled a list of the characteristics of effective remediation programs to include in their paper. "The striking thing about this list," said Mr. Marshall, "was that we put it together and then said, 'Wait a minute. This is what every effective classroom and teacher ought to be doing " all the time.

The problem, he added, is that for students identified as needing remediation, "It probably wasn't done the first time. If you were able to go back and do a case history of those kids, you would probably find that they were falling slowly further and further behind."

Mr. Marshall favors helping students with academic problems within their regular classes. Mr. Thomas, of South Carolina, argues that "the best remedial program is not during classtime, but is supplemental tutoring to the child outside of class hours."

Both agree that there is far too much emphasis on pull-out programs that remove small groups of students from regular classes during the school day. Some educators suggest that such programs can be counterproductive because they stigmatize students and cause them to miss regular class instruction in exchange for remediation, so that they are perennially behind.

'No Single Program'

"I can't imagine that there's a single Fanny Farmer remediation program that's going to work everywhere in the country," said Mr. Hodgkinson, "any more than there's a single college B. A. program that's appropriate."

Approaches Vary

As a result, states have taken a number of different approaches to remediation that are difficult to compare or evaluate.

Georgia's guidelines for state-funded remediation programs, for example, basically mirror those for the federal Chapter 1 program, said Lucille B. Jordan, associate state superintendent in the department of education. As in Chapter 1, remediation ranges from individual tutoring, to "pull-out" programs, to resource centers, to the additional assistance of classroom aides.

In Pennsylvania, remedial education with state funds varies just as widely, with some school districts offering pull-out programs, others offering after-school tutoring for a few hours several days a week, and still others hiring reading and mathematics aides to work with children within the regular classroom.

Kentucky plans to offer three levels of remediation for children in grades 1 and 2, said Diane M. Teasley, director for the unit of essential-skills remediation in the state department of education.

Children scoring only slightly below the mastery level on the statewide tests will be served by their regular classroom teachers, who will be provided with additional strategies for working with them. Children scoring moderately below the mastery levels will be helped by aides within the classroom. And children scoring substantially below mastery will be eligible for self-contained "transition" classes limited to 15 or fewer students.

Summer School

A popular form of remediation under the new state testing programs is summer school.

Philadelphia, for example, plans to offer a four-week summer school to students who scored poorly on Pennsylvania's new test, and will fund the program with state and Chapter 1 funds on a 50-50 basis.

Indiana and North Carolina plan to set up summer schools to provide most of their state-financed remediation. Louisiana parishes also conduct the majority of their state-financed remediation in this way, according to William A. Davis, director of the bureau of elementary education for the Louisiana Department of Education.

Officials in these states argue that summer is an uncomplicated time to provide remediation because nothing else is competing for students' attention. In addition, the supply of remedial teachers is less of a problem, since teachers are looking for summer jobs.

Moreover, research has found that without continued schooling, slower and younger children's academic performance regresses during the summer, according to Richard Culyer, a professor of education at Coker College in Hartsville, S. C, in an article on Chapter 1 programs. A study of 119 6th graders who were classified by reading ability found, for example, that during the summer poor readers dropped a full year in achievement, according to standardized test results.

But the biggest attraction of summer school may be its cost, according to Mr. Hodgkinson. "It's cheap and it suggests to the public that you've done something. But anybody who thinks that you can fundamentally convert a kid's self-image or his ability to think of himself as a student—one who can master math or language—in one summer is wrong. I think that's just really premature.

"The good college programs that work in English and math and are able to get a whole bunch of their students into the conventional track in a year are courses that take 9 or 10 months to complete," he added. "And, usually, there's a summer program beforehand. The thought that you can do in 5 weeks what colleges take 9 months to do is just unworkable."

Limited Accountability

In fact, states may have difficulty assessing what their various remedial efforts have accomplished. In most places where remedial programs had been set up in response to testing, there were few statewide standards governing either their design or evaluation, Richard Jefferson wrote in 1983 when he was a lawyer with the Center for Law and Education.

A study by the North Carolina Parent and Citizen Test Review Commission of the remediation available to students who failed to pass North Carolina's high-school exit test, for example, found that there was very little accountability or quality control.

The administrators surveyed by the commission overwhelmingly believed that funds for remediation were inadequate; remedial classes in half of the systems surveyed included learning-disabled, educable mentally handicapped, and regular students in the same class; and the curriculum in remedial classes was based heavily on the test itself, although most systems reported that even where there was a standardized curriculum it was not rigidly adhered to.

Ms. First said she does not expect to see a strong effort to evaluate districts' remediation efforts under the new testing programs.

"In places where there's a high political profile in relationship to educational reform and no resources for remediation, I think there will be a reluctance to evaluate very carefully," she said.

"Hopefully, in places where institutions have been thoughtful enough to provide funds, there will be an attempt to evaluate—although what is frightening, and I think unfortunate," Mr. First said, "is that by the time the data are collected and people begin to learn from their experiences, we will have lost a decade's worth or half a decade's worth of kids."

New York Adopts Technology Plan

Continued from Page 8

software—as Minnesota does through the Minnesota Educational Computing Corporation—we would work with the private sector to influence the development of their products to reflect our standards before they were actually marketed and produced."

State officials have also identified at least 18 pilot projects that address the full range of telecommunication capabilities. With $3.5 million in aid from the legislature, 44 "teacher-resource and computer-training centers" have been established. A $2.5-million increase in that aid, Mr. Benson said, will support another 10 to 15 such centers.

Over the past two years, the legislature has also approved $21.6 million for hardware acquisition and $22.5 million for software acquisition, Mr. Benson said. The education department is considering legislation that would provide an equivalent amount for the acquisition of software and hardware for postsecondary institutions, libraries, and other cultural institutions, he said.

In addition, Mr. Benson said, education officials have drafted proposals for $5 million to $7 million for planning, staff development, and hardware and software acquisition for low-wealth and minority school districts, and another $5 million to $7 million for planning and staff development in postsecondary and cultural institutions.

"A common tendency is to be enamored with the technology itself and buy the things and then find that it's difficult to integrate them effectively," Mr. Benson said. "Basically, we want to make sure the purchase of hardware, software, and other kinds of interactive telecommunication systems and technologies are targeted to specific student needs rather than to what happens to be on sale, in vogue, or next door.

"Careful thought," he added, "needs to be given to how technologies are applied to instruction, management, or any of the other functions in our institutions. In fact so careful that we think it requires a deliberate, comprehensive planning process."

For a copy of the learning-technologies plan, write to the Center for Learning Technologies, Suite 9A47, CEC, New York State Education Department, Albany, N. Y. 12230.

Recipients of Federal Asbestos Aid

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$233,780.69 in loans.
Hooker Public Schools: $89,459.64 in grants; $116,578.36 in loans.

Oregon: $274,097

School District #1-J, Portland: $126,570 in loans.
Sweet Home School District #55: $50,262.01 in grants; $97,264.99 in loans.

Pennsylvania: $4,042,134

Canon McMillan School District, Canonsburg: $93,446 in loans.
Coatesville Area School District: $94,806.20 in loans.
Erie City School District: $502,060 in loans.
School District of Haverford Twp., Havertown: $834,721 in loans.
Keystone School District, Knox: $154,994.84 in grants; $198,885.16 in loans.
Lake Lehman School District, Dallas: $7,401.32 in grants; $12,598.68 in loans.
Milton Area School District: $297,512.02 in grants; $378,809.98 in loans.
Oxford Area School District: $171,099.20 in grants; $193,185.80 in loans.
Port Allegany School District: $163,651.09 in grants; $166,720.91 in loans.
Selinsgrove Area School District: $298,217.19 in grants; $350,358.81 in loans.
Wilkes-Barre Area School District: $14,946.92 in loans.
Our Lady of Peace School, Clarks Green: $32,627 in grants; $32,627 in loans.
Visitation School, Norristown: $43,465 in loans.

Rhode Island: $484,000

Providence School Department: $484,000 in loans.

South Carolina: $309,215

Hampton School District #2, Estill: $3,327.03 in grants; $3,327.03 in loans.
Horry County School District, Conway: $10,511.54 in grants; $44,488.46 in loans.
Lancaster County School District: $110,999.93 in grants; $136,561.09 in loans.

South Dakota: $130,278

West Central School District #49-7, Hartford: $15,003 in loans.
Lead-Deadwood School District #40-1, Lead: $22,198 in loans.
New Underwood School District #51-3: $2,911.50 in grants; $2,911.50 in loans.
Sioux Falls School District #49-5: $57,254.89 in loans.
South Dakota School for the Visually Handicapped, Aberdeen: $15,000 in loans.
South Dakota School for the Deaf, Sioux Falls: $15,000 in loans.

Tennessee: $1,075,389

Marion County School Board, Jasper: $3,350 in grants; $3,350 in loans.
Memphis City Schools: $610,000 in loans.
Sullivan County Department of Education, Blountville: $173,056.48 in grants; $285,632.52 in loans.

Texas: $5,133,312

Houston Independent School District: $5,108,412.07 in loans.
San Angelo Independent School District: $3,298.83 in grants; $21,601.17 in loans.

Vermont: $268,845

Burlington Public Schools: $101,370 in grants; $101,370 in loans.
Hinesburg Elementary School: $7,256.01 in grants; $25,769.99 in loans.
Shelburne School District: $33,079.50 in loans.

Washington: $279,778

Anacortes School District: $80,696.65 in loans.
Richland School District #400: $199,082 in loans.

West Virginia: $427,362

Harrison County Board of Education, Clarksburg: $3,162.50 in loans.
Lewis County School System, Weston: $6,000 in grants; $6,000 in loans.
Logan County School System, Logan: $91,574.87 in grants; $95,625.13 in loans.
Wayne County Board of Education: $97,455.37 in grants; $127,544.63 in loans.

Wisconsin: $310,027

Eau Claire Area School District: $23,466 in loans.
Sacred Heart School, Eau Claire: $66,985.08 in grants; $111,300.92 in loans.
St. Anne Parish, Milwaukee: $33,800 in grants; $33,800 in loans.
St. Patricks School, Elkhorn: $40,675.11 in loans.

Wyoming: $299,124

Laramie County School District #1, Cheyenne: $176, 027.91 in loans.
Laramie County School District #2, Pine Bluffs: $21,870.92 in grants; $38,666.22 in loans.
St. Joseph's School, Rawlins: $10,148.01 in grants; $52,410.99 in loans.

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THIS WEEK'S FORUM: PAGE 22

OUT OF BALANCE

The new head of the Education Department's research division says vocational-education programs are "seriously flawed" and calls for a balance between academic excellence and employment training.

See Page 6.

IN REVIEW

The major teachers' unions move in new directions; a report warns that at-risk students can no longer be ignored; Southern governors call for a renewed commitment to school reform; one state's model career-ladder program is off to a rocky start; and America's teacher in space is already flying. For a review of the summer's news:

See Page S1.

EDUCATION WEEK

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Schools Facing Logistical Quagmire on Chapter 1

In Felton*'s Wake, Private-School Aid Questions Loom*

By James Hertling

With classes set to begin in a few weeks, public-school officials in the nation's largest cities say they do not know how they will provide Chapter 1 remedial instruction to parochial-school students, now that the U. S. Supreme Court has invalidated the way that almost all 183,000 of those students have received the aid.

According to the officials, the Court's July 1 decision in *Aguilar* v. *Felton*—which barred school districts from sending teachers into religious-school classrooms—has created a logistical, legal, and financial quagmire of immense proportions.

Excerpts from federal Chapter 1 guidelines, page 12.

The officials say they find themselves caught between the Congressional mandate to provide equitable Chapter 1 services to public and private-school students and the Court's ruling that the most efficient way of doing so is unconstitutional.

"There's no way we're going to be able to serve 10,000 [parochial-school Chapter 1] kids as of Sept. 1," said Thomas C. Rosica, executive director of categorical programs for the School District of Philadelphia.

Some school officials say they may try to ignore the ruling until a court order directs them to obey. But the U. S. Education Department has told state authorities, who must approve local Chapter 1 plans, that they may not clear any program for public- and private-school students that violates the Court's ruling.

Complicating matters further, if districts do not provide equitable services to religious-school students, the federal department will consider cutting off all of their federal compensatory-education funds, Secretary of Education William J. Bennett said last week. The department last Thursday released guidelines for dealing with the issue, which state and local officials have sought for most of the summer.

The guidelines instruct states and districts how to safeguard themselves against federal auditors. They do not, like regulations, have the force of law or compel states and districts to abide by the Court's ruling, local officials noted.

Vexing Questions

Besides the uncertainty over how to provide Chapter 1 aid to religious-school students, school administrators are vexed by other questions: When must the Court's decision be implemented? How will the extra cost of serving the religious-school students

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Chicago Scuttles Mastery-Reading Plan After $7.5-Million, 5-Year Commitment

By Lynn Olson

The Chicago Board of Education last week unanimously agreed to stop requiring a controversial reading program that has cost the city approximately $7.5 million in the last five years.

The program was based on the "mastery learning" concept developed by the education theorist Benjamin S. Bloom. Chicago was one of the first districts in the country to endorse the concept enthusiastically, and the mastery-learning materials developed in Chicago schools have been adopted by schools nationwide in recent years.

The school board's vote came after a school-district committee established to review the program reported that it diverted time and money from better teaching methods.

The Chicago Mastery Learning Reading program (C.M.L.R.) had the strong support of former Superintendent of Schools Ruth B. Love, who left her job in March after the board refused to renew her contract. The program has been required in grades K-8 in all Chicago public schools since 1981.

Schools in more than 1,000 other districts throughout the country now use the program developed by the Chicago school system.

In 1980, the Chicago Board of Education signed a 20-year contract with a Massachusetts publishing firm giving the company the right to produce and sell C.M.L.R. materi-

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Governors Study 'Toughest Issues' Facing Schools

Aim Is To 'Set Agenda,' Alexander Announces

By Cindy Currence

BOISE, IDAHO—In an effort to "set the American education agenda for the next five years," the National Governors' Association will develop policy recommendations this year on seven of the "toughest issues" facing public education, Gov. Lamar Alexander of Tennessee announced here this month.

Governor Alexander, a leader among the nation's "education governors"—those most actively involved in school-reform and education-financing initiatives—was named chairman of the N.G.A. at the group's Aug. 3-5 annual meeting.

The issues to be addressed in the governors' year-long education-policy study, he said, include: the concept of parental choice in schooling; early-childhood education; teacher training and career ladders; the use of new technologies in education; more eco-

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Indiana Student With AIDS Files Suit Over Move To Bar Him From School

By Anne Bridgman

In what is thought to be the first legal test of the educational rights of students with acquired immune deficiency syndrome, lawyers for a 13-year-old Indiana boy suffering from AIDS have filed suit against his school district in federal district court over the boy's right to attend classes.

Earlier this summer, the district's superintendent had barred the boy from school because of concern that he might infect other pupils.

In response to the suit, a group of 300 parents in the district has threatened to seek at least $300,000 in damages if the boy is allowed to attend school and a student or teacher contracts AIDS.

To date, only a handful of districts have had to deal with the question of how and where to educate students who have AIDS. But some pediatric experts predict that by the mid-1990's thousands of children may have contracted the fatal disease, forcing many other school officials to address these issues.

In response to calls from states and school districts seeking information on how to handle AIDS cases, the federal Centers for Disease Control are working on guidelines, to be published in early fall. According to

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WIDE WORLD

AIDS victim Ryan White

New A.F.T. Program Seeks To Increase Teacher Expertise

By Blake Rodman

The American Federation of Teachers plans to get more directly involved in the "professionalization" of the teacher corps.

Moving from the role of expert witness on and champion of continuing training for teachers, the union proposes to "go beyond one-shot workshops," setting up programs that will deliver the training services it argues are most needed. The training will focus, union officials say, on the contemporary professional issues that most affect the working lives and the skill level of classroom teachers.

Albert Shanker, the union's president, disclosed the A.F.T.'s new teacher-training venture during an interview with *Education Week* last week.

If teaching is to be professionalized, the union leader said, teachers must begin to develop expertise in such areas as textbook selection, assisting and reviewing new

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IN SUMMARY

On the Bright Side: Despite declining enrollments and financial problems, rural educators are optimistic about their schools. **Page 4.**

Not for Schools: The Manville Corporation proposes a $2.5-billion settlement of asbestos suits, but schools are not included. **Page 6.**

Dipscam: A higher-education association plans to publish a directory of "diploma mills." **Page 7.**

Taking a Hard Line: California's teacher-licensing agency is cracking down on educators who fail to report child abuse. **Page 8.**

Following Felton: William J. Bennett says he will continue to press for Chapter 1 vouchers. **Page 9.**

SUMMER IN REVIEW

At-Risk Students: A new report warns that American business can no longer afford to ignore them. **Page S1.**

Teachers' Unions: The N.E.A. and A.F.T., at summer meetings, discuss new policies to strengthen the profession. **Page S1.**

Up and Away: The nation's "teacher in space" is discovering that the life of a celebrity is a busy one. **Page S1.**

Staying on Track: Southern governors are urged to renew their commitment to school reform to sustain its momentum. **Page S2.**

Public Opinion: An N.E.A./Gallup poll finds that a majority of Americans support higher salaries and testing for teachers. **Page S2.**

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In the Capitals: Legislatures in 20 states acted over the summer on education budgets and school reform. **Page S11.**

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FORUM

"Tracking the Reforms, Part 6: Teachers—Where the Reform Rubber Hits the Road," Education Commission of the States. **Statement on Page 22.**

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THE WEEK

NATIONAL

Principals Say Lack of Money Is 'Biggest' Problem

Secondary-school principals questioned in a recent survey by the the National Association of Secondary School Principals cite the lack of money as the "biggest problem" facing their schools.

Of the 230 principals responding to N.A.S.S.P.'s first membership poll, 53 percent agreed that their major concern was money, 19 percent said it was truancy, and 16 percent cited discipline.

Nearly all the respondents, 93 percent, said the quality of education in their schools had improved during the past five years, and 90 percent said the teachers in their schools were "of high quality."

Only 38 percent of the responding principals reported "a growing teacher shortage" in their school districts, while 44 percent said their districts had enough teachers.

Independent-School Enrollments Rise

Independent-school enrollments have grown by an average of 13 percent per school during the past decade, by 1984 reaching the highest per-school enrollment average on record, according to the National Association of Independent Schools.

During the 1974-75 school year, the group reports, its 774 member schools enrolled 275,352 students. Last year, its 845 member schools reported enrolling 341,110 students. In the same period, the average number of students per school rose from 356 to 404.

John C. Esty Jr., president of the N.A.I.S., said in a statement accompanying the survey results that outreach efforts by independent schools have contributed to the higher enrollments. "More families now know about and value the high standards, concern for the individual, and access to teachers that characterize independent schools," he said.

Total College Costs Rise By 7 Percent

The cost of going to college continues to outpace the rate of inflation, with student charges and expenses projected to rise by 7 percent this year, according to a College Board survey.

The 7 percent increase follows a 6 percent rise last year and double-digit increases in several previous years. And for out-of-state students attending four-year public colleges, the survey found, this year's tuition and fees are up an average of 16 percent.

Of the 1,820 schools surveyed, Bennington College in Vermont commands the highest one-year cost—$17,210—followed closely by the Massachusetts Institute of Technology, Barnard College in New York, Princeton, Yale, and Harvard. All cost $16,500 or more to attend this year.

Scott Miller, a senior research associate with the American Council on Education, attributed the increased costs to colleges' attempts to "catch up" after enrollment declines and cuts in state subsidies in the 1970's.

Many institutions are improving their physical plant and raising salaries to attract new faculty, he said.

Costs cited in the study include tuition and fees, books and supplies, room and board, personal expenses, and transportation.

Attempts To Censor School Curricula On Rise, Group Says

Attempts to censor school curricula and counseling programs have grown more numerous, more organized, and more successful over the last two years, according to a report by the civil-liberties advocacy group People for the American Way.

Between 1982-83 and 1984-85, the group says in its third annual censorship report, the number of challenges to public-school courses increased by 66 percent. More than 42 percent of the incidents resulted in the removal or restriction of instructional materials in schools.

The report, "Attacks on the Freedom to Learn 1984-85," cites school censorship cases in 46 states and says such efforts have gained momentum during the two-year period, principally through the efforts what it calls "right-wing organizations."

"This year, we are seeing a concerted effort to rid the schools of everything but the three R's," said Barbara Parker, education-policy director for the group.

More than 25 percent of the incidents, according to the report, have involved textbooks or course content said to contain elements of "secular humanism" or to violate the federal Hatch Amendment.

The amendment prohibits schools from requiring students to submit without parental consent to "psychiatric or psychological" testing programs paid for with federal funds.

The report, which sells for $3, can be purchased by writing People for the American Way, 1424 16th Street, N. W., Suite 601, Washington, D. C. 20036.

E.T.S. Panel Urges Closer Study of Testing Differences

Calling racial, ethnic, and gender differences "very important segments of the fairness-in-testing question," an advisory panel has recommended that the Educational Testing Service expand its role in research efforts aimed at determining how such differences affect test performance.

The E.T.S. advisory group, chaired by Robben W. Fleming, past president of the Corporation for Public Broadcasting and the University of Michigan, included 16 leaders from national education groups. According to the panel's analysis, the testing service could make greater use of both qualitative and quantitative methods devised by E.T.S. researchers and outside investigators.

In emphasizing the equity issues involved in testing, the report pointed specifically to the "special impact" that racial, ethnic, and gender differences in test performance may have on educational admissions processes and occupational advancement.

Gregory R. Anrig, chairman of E.T.S., said the testing service would continue to expand its data-collection role in the area of group differences.

STATES

District-Switching Has Limits, State Court Says

Washington state's constitutional mandate to provide "ample" education to children does not mean students can attend whatever school districts they choose, the state supreme court ruled this month.

The Aug. 8 opinion overruled by a 7-2 vote a superior-court decision that the North River School District must allow two children from that district to attend school in nearby Cosmopolis because the children's parents felt they would receive a better education in Cosmopolis.

The children had attended the Cosmopolis district for one year, while living with relatives, before their parents asked North River to formally release them.

Under Washington law, students must receive permission from their home district to attend school in another district.

Requiring the children to attend school in their home district was not a violation of their constitutional rights, Chief Justice James M. Dolliver said in the majority opinion.

Under the state law, students may switch from their home district if they satisfy certain "statutory criteria" for special educational needs. The parents had failed to demonstrate any difference between the education in the two districts that would necessitate a change, said Judge Dolliver.

NATIONAL NEWS

Governors Urged To Renew Commitment to Reform

White Sulfur Springs, W.Va.—The education-reform "train" is in danger of derailment unless governors make a renewed commitment to reform efforts, Gov. Lamar Alexander of Tennessee warned Southern policymakers gathered here this summer.

"If the governors as a whole get involved, it would be the single key way to keep the train moving," he said.

Governor Alexander and two other Southern governors discussed ways to maintain the reform momentum at the annual meeting of the Southern Regional Education Board. The s.r.e.b. is a coalition of educators and policymakers from 14 Southern states.

The meeting also focused on the recently released s.r.e.b. report, "Preparing Effective Teachers." That report criticized teacher-training programs as "weak" and made recommendations for their improvement. *(See Education Week, June 19, 1985.)*

'Scary Thing'

In his remarks, Governor Alexander announced that he would, as incoming chairman of the National Governors' Association, institute a six-year education initiative designed to fuel the reform train.

Under his guidance, the n.g.a. will develop policy recommendations on seven controversial issues, such as career ladders and allowing parents "choice" in where their children attend school. *(See related story on page 1.)*

"For a change, the governors will be setting the agenda for education," Governor Alexander told s.r.e.b. members. He added that this would be a "scary thing for educators," but necessary for reform.

No Politics

Gov. Martha Layne Collins of Kentucky agreed that governors can make the difference.

"I truly believe we can create and sustain momentum," she said, adding that "it has to do with our own enthusiasm and involving as many people as possible."

Governor Collins said that another key element in achieving reform is keeping partisan politics out of education legislation.

"My efforts have been to see this is not a partisan issue. Education is so important," she said, "that I can't let my future get in the way."

Last month, the Kentucky legislature adopted Governor Collins's $400-million education-improvement plan. *(See related story on page S11.)*

Gov. Bill Clinton of Arkansas reported that he is "obsessed with continuing the issue of education beyond reform."

"My fear is that reform is like the hoola-hoop and the twist," he said.

Challenge To 'Reconnect'

A challenge for Arkansas in the near future is to "reconnect" with education groups that may have been alienated in reform efforts. Governor Clinton's teacher-testing program, for example, angered the state's teacher groups and spawned several lawsuits.

"Most of us have been at odds with educational groups," he said, "but it is important in the long run that we transform relationships from negotiations to shared partnerships."

—C.C.

Public Favors Pay Raises, Competency Testing For Teachers, N.E.A./Gallup Poll Indicates

By Blake Rodman

Washington—A majority of Americans believes that raising the salaries of teachers and testing them for competency will "improve the quality of teaching in public schools," according to the results of a recent Gallup poll commissioned by the National Education Association.

In addition, 52 percent of those surveyed said they favored more spending on education, "even if it means higher taxes." Two years ago, only 45 percent responding to a similar Gallup poll said they were willing to pay higher taxes to support education.

Of those adults surveyed in the n.e.a. poll, 63 percent said raising salaries would improve teacher quality. More than half of those polled, 57 percent, said they thought their local public-school systems had difficulty finding good teachers mainly because of low salaries.

Support for Pay Hike

According to the survey, the public believes that high-school teachers with 15 years of experience should earn about $29,000 and that experienced elementary teachers should earn about $27,000. The average experienced teacher earned about $23,500 during the 1984-85 school year, according to n.e.a. figures.

Gary Watts, associate executive director of the n.e.a., said the attitude that high-school teachers should make more money than their elementary-level counterparts "disappoints us a bit, but is understandable." The public generally believes that "you are more important if you deal with older people," he said.

Public Favors Testing

Mr. Watts also said the public's backing for teacher testing was a response "we are not as pleased over." Sixty percent of those polled advocated testing all teachers for competency as a way to raise quality. The n.e.a.'s representative assembly last month passed a resolution endorsing "appropriate pedagogical and subject-matter tests" for entry into the profession but took no action to modify its longstanding opposition to testing teachers already in the classroom.

The findings of the poll, released at the n.e.a.'s convention here, are based on telephone interviews with a national sample of 1,501 adults conducted from April 29 to May 20.

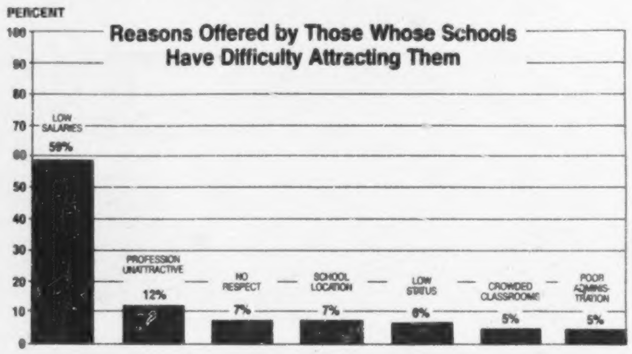
Demanding, Low-Status Job

The results of the poll also indicate that the public sees teaching as a demanding but low-status job. Half of those polled said the daily workload of the public-school teacher is "very demanding." Of eight other professions listed, only medicine was considered more demanding than teaching.

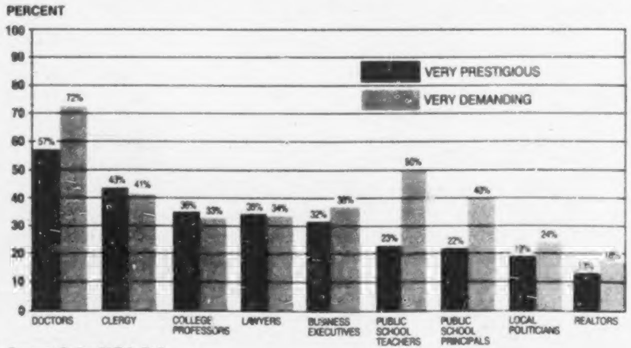
But when asked to rate the degree of prestige or status associated with various professions, only 22 percent of the respondents said they perceived teaching as "very prestigious," while 30 percent said it has little or no status.

Of the respondents who said their local districts are having a hard time finding good teachers, 92 percent said teacher-certification standards should not be lowered to make it easier for districts to find enough teachers.

Why Good Teachers Are Hard To Find



How the Public Regards Professions



Source: Gallup/N.E.A. Poll

U.S. Science Agency Launches 5-Year Program To Improve Mathematics, Science Instruction

By Susan Hooper

Washington—Elaborating on its announced intent to intensify its work in the precollegiate realm, the National Science Foundation has developed a five-year program to improve pre-college science, mathematics, engineering, and technology education, especially in the middle grades.

According to Bassam Z. Shakhashiri, assistant director of n.s.f.'s directorate for science and engineering education, the first of n.s.f.'s four school and college curriculum goals for 1985-91 is to "help ensure that a high-quality pre-college education in science is available to every child in the United States." The term "science," Mr. Shakhashiri explained, refers in this case to the areas of mathematics, science, engineering, and technology.

'Base for Understanding'

The education provided, he continued, should be "sufficient to enable those who are interested and talented to pursue technical careers, especially in science and engineering, as well as to provide a base for understanding by all citizens."

Mr. Shakhashiri made his remarks at a June meeting on the future of science education sponsored by the Carnegie Corporation of New York. n.s.f. officials first presented the goals for science education earlier in the month at a meeting of the National Science Board, the n.s.f.'s policymaking arm.

With respect to science education, "the situation the country faces now is by far more critical and more serious than in the post-Sputnik era," Mr. Shakhashiri said, both because there are approximately 50 million more people in the country now and because they inhabit a more technologically advanced society.

To help realize the pre-college goals for science education, the directorate's division of materials development and research will support projects for "improved methods of teacher preparation" as well as "pre-college instructional materials development."

The division will also study the potential for and application of "advanced technologies for improving education," and "research on the factors critical to effective teaching and learning of mathematics, science, and technology." These plans are outlined in a paper on the long-term goals entitled "Enhancing the Quality of Science Education in America."

The n.s.f.'s proposed 1986 budget for science and engineering education totals $82 million—the same as the fiscal year 1985 budget. In the 1986 budget, $47.7 million is set aside for pre-college education programs.

The total cost of the long-term program is still under consideration at the n.s.f., Mr. Shakhashiri said after the Carnegie Corporation session.

Public and Private Funding

Over the five-year period, the n.s.f.'s plans are expected to result in, among other things, improved preparation of middle-school science and mathematics teachers, improved materials for middle-school science, and "computerized intelligent tutors for math and science subjects," n.s.f. officials say. In addition, the division plans to develop new methods for "preparing elementary-school teachers," improved instructional materials for elementary-level science, and "restructured" instructional materials for K-8 mathematics.

The n.s.f. hopes to involve 25 percent, or approximately 325,000, of all pre-college science teachers during the five-year period.

Participants in the June Carnegie Corporation meeting included representatives from private and corporate foundations, the Education Commission of the States, and the Congressional Research Service. In outlining the n.s.f. curriculum goals, Mr. Shakhashiri and other n.s.f representatives stressed the need for collaborative efforts among public and private funding sources to improve science education.

NEWS IN REVIEW

IN THE DISTRICTS

UPDATE

Ohio's Attorney General has said he will take **legal action against the Bethel-Tate School District for refusing to pay $28,000 to help clean up a hazardous-waste site.**

The 2,000-student district was named in May in a multimillion-dollar lawsuit brought by the U. S. Environmental Protection Agency under its Superfund program to clean up a Hamilton, Ohio, site. *(See Education Week, May 22, 1985.)*

The district, which had been cited for the disposal of 30 pounds of outdated chemicals from its school laboratory by a paid broker in 1973, is one of 16 defendants that have refused to settle; 184 have agreed to.

"I don't know if we want our day in court," said J. Michael Fischer, a lawyer representing the school district. "I think we would have agreed to settle if we could have afforded what they wanted us to pay."

□

A 17-year-old high-school senior from Randolph, Mass., who received threats and hate mail after she refused to stand for the Pledge of Allegiance in school, has reached an out-of-court settlement with school officials and her homeroom teacher, whom she had accused of violating her civil rights.

As part of the settlement, Susan Shapiro and the defendants called a press conference at which they read conciliatory statements. According to John E. Zoino, the district superintendent, the statements were "intended not to enrich one side or the other but to bring harmony back to the school district and the lives of these people." *(See Education Week, Dec. 5, 1984.)*

□

New guidelines approved by the Los Angeles Board of Education require that "criteria of reasonableness" prevail in **selecting students for the 54 academic decathlon teams** that will compete next fall in the city's fifth annual academic competition.

The guidelines were developed after some school personnel and community members expressed concern that the teams did not reflect the composition of the student body. *(See Education Week, May 22 and June 12, 1985.)*

The new guidelines state that the teams should reflect "the gender and ethnic make-up of the total school population." They also require that schools make students aware of the qualifications and benefits from competing on the teams, and prohibit schedules that would limit participation or disqualify eligible students.

□

The Memphis school system, which could lose up to $8 million in investments as the result of the collapse in March of E.S.M. Government Securities Inc., has been notified by a federal judge that it will be considered a customer of the bankrupt firm and will have priority over general creditors in receiving assets during the process of liquidation. *(See Education Week, April 17, 1985.)*

In late June, U. S. District Judge Jose A. Gonzalez Jr. of the Southern District of Florida ruled that the failed securities firm is a stockbroker whose assets must be distributed under Section 3 of Chapter 7 bankruptcy rules. According to Charles W. Barson, the lawyer representing the Memphis school board, that would allow certain school boards and other municipalities found to be customers to claim securities as their own property and share in securities returned to the estate on a *pro rata* basis.

American Savings and Loan, which has a $50-million claim against the bankrupt firm, has appealed the decision in the U. S. Court of Appeals for the 11th Circuit in Atlanta.

□

The Los Angeles Board of Education has approved a $1-million dropout-prevention program in an attempt to reduce the district's 44 percent dropout rate.

The program, approved last month, will begin on a pilot basis this year at 21 schools, divided evenly between high schools, junior high schools, and elementary schools, according to Marty Estrin, spokesman for the Los Angeles Unified School District.

The pilot program follows a comprehensive study released last year identifying the most common characteristics of dropouts and ways to combat the problem. *(See Education Week, Feb. 20, 1985.)*

Each school will receive additional staff members to work exclusively on identifying potential dropouts and providing them with counseling, tutoring, and psychological help when appropriate, Mr. Estrin said. The staff members will also try to locate students who have already dropped out and encourage them to return.

□

Schools Chancellor Nathan Quinones has issued a promised **end-of-the-year report card for New York City schools.** *(See Education Week, Sept. 12, 1984.)*

The report card, which included progress assessments in 10 performance areas for the last academic year, found that the average 1st-grade class size shrank from 29.1 to 25.2 students and the percentage of students in grades 2-9 reading at or above the national norm increased by 4 percentage points. The number of school-safety incidents recorded decreased by 12 percent from the first half of 1983-84 to the first half of 1984-85. Reported incidences of weapons possession decreased, but reported assaults increased.

The assessment cites classroom space as having "again become a major educational problem in some community school districts."

PEOPLE

Laval S. Wilson

Robert R. Spillane

The Boston School Committee has chosen **Laval S. Wilson** as its superintendent of schools. The first black ever chosen to head the 58,000-student system, he replaces Robert R. Spillane, who resigned last spring to become superintendent of the Fairfax, Va., schools.

Mr. Wilson, 49, has served as superintendent of schools in Berkeley, Calif., and most recently in Rochester. He assumes the Boston superintendency as U. S. District Judge W. Arthur Garrity Jr. completes his announced plans to end his supervision of the Boston schools. The judge stepped in after court-ordered desegregation in 1974 sparked widespread racial violence.

The school committee selected Mr. Wilson over **Peter J. Negroni,** superintendent of District 12 in the Bronx, N. Y., and **Larry Cuban,** a former superintendent of the Arlington, Va., schools.

□

A six-member federal jury in Rockford, Ill., ruled last month that the rural Hawthorne County school board should pay $3.3 million in damages to **Jeanne Eckmann,** a teacher who was fired because she became pregnant out of wedlock.

Officials from the school district claimed that Ms. Eckmann was dismissed not only for moral reasons but also for insubordination, cruelty to students, and causing divisiveness among teachers.

Ms. Eckmann, who once studied to be a nun, claimed her pregnancy was the result of a rape, while the district claimed the pregnancy resulted from an affair following a weekend religious retreat in Nebraska.

In mid-1982, the Illinois state board of education ruled that the dismissal was groundless. Ms. Eckmann was reinstated in 1983. She lost her job again a year ago, when school district budgets were cut.

□

When **Monte Duckworth,** a 5th-grade teacher in Cerritos, Calif., died of an apparent heart attack this summer, he left behind a tape-recorded "will." On the tape, he stipulated that half of his estimated $30,000 estate be divided among the 30 students in his homeroom class at Cerritos Elementary School, according to Terry L. McAlpine, a spokesman for the ABC Unified School District. The other half is to be used to help support an annual elementary-school track meet sponsored by the district.

The 53-year-old Mr. Duckworth, whose money came largely from his teacher's retirement fund, taught in the district for 21 years.

□

Jay C. Smith, former principal of Upper Merion High School in Montgomery County, Pa., has been charged with conspiring with **William S. Bradfield Jr.,** a former English teacher, in the 1979 murders of their colleague **Susan Reinert** and her two children.

Mr. Bradfield was convicted of the murders in 1983 and is serving three consecutive life sentences. Mr. Smith, principal for 12 years at the school, is in prison for the 1977 theft of $53,000 from a Sears Roebuck store.

A grand jury concluded that the murders were committed in part to obtain Ms. Reinert's estate and $730,000 in life-insurance premiums. The teacher had named Mr. Bradfield as the sole beneficiary of the insurance policies, identifying him in one document as "my future husband," said Robert R. Gentzel, a spokesman for the state attorney general's office. The two children were allegedly killed because they were witnesses, he added.

□

One tenured school-district official from Parsippany-Troy Hills, N. J., has resigned, and another has been suspended without pay, following charges by the school board that each exhibited "conduct unbecoming a teaching staff member" through their involvement in a $2.5-million, fraudulent stock-market-investment scheme.

John Cotsakos, a school principal, and **Joseph Immitt,** a former director of the district's adult-education program, pleaded guilty July 18 in U. S. District Court in Newark to charges of conspiracy to commit mail fraud and filing false tax returns.

"Professional associates" in the school district were among those asked to invest in the stock-market scheme operated by the two men since 1979, according to U. S. Attorney Daniel Gibbons, but no district funds were involved. Sentencing is scheduled for Sept. 23.

□

Edward J. Feeney, the former superintendent of schools in Prince George's County, Md., has accepted a job as director of the Lincoln School, a private, K-12, bilingual school in San Jose, Costa Rica. The school is affiliated with the U. S. State Department. Mr. Feeney, 56, headed the 105,000-student Prince George's system for eight years before retiring a year ago.

20 Largest Cities, by Population

City	July 1, 1984 Population	July 1, 1984 Rank	July 1, 1982 Population	July 1, 1982 Rank	April 1, 1980 Population	April 1, 1980 Rank
New York, N.Y.	7,164,742	1	7,086,096	1	7,071,639	1
Los Angeles, Calif.	3,096,721	2	3,022,247	2	2,968,579	3
Chicago, Ill.	2,992,472	3	2,997,155	3	3,005,072	2
Houston, Tex.	1,705,697	4	1,725,617	4	1,595,138	5
Philadelphia, Pa.	1,646,713	5	1,665,382	5	1,688,210	4
Detroit, Mich.	1,088,973	6	1,139,526	6	1,203,369	6
Dallas, Tex.	974,234	7	943,848	7	904,599	7
San Diego, Calif.	960,452	8	915,956	8	875,538	8
Phoenix, Ariz.[1]	853,266	9	824,351	9	790,160	9
San Antonio, Tex.	842,779	10	819,021	10	785,927	11
Honolulu, Hawaii[2]	805,266	11	781,899	11	762,565	12
Baltimore, Md.	763,570	12	774,113	12	786,741	10
San Francisco, Calif.	712,753	13	691,637	14	678,974	14
Indianapolis, Ind.	710,280	14	707,655	13	700,807	13
San Jose, Calif.	686,178	15	659,181	15	629,402	18
Memphis, Tenn.	648,399	16	645,760	16	646,170	15
Washington, D.C.	622,823	17	633,425	17	638,432	16
Milwaukee, Wis.	620,811	18	631,509	18	636,298	17
Jacksonville, Fla.	577,971	19	556,370	23	540,920	23
Boston, Mass.	570,719	20	560,847	21	562,994	21

[1] The 1980 count includes population annexed since January 1, 1980.

[2] The city of Honolulu (rank 11), coextensive with Honolulu County, is a Federal funding area not recognized as a city for census purposes. Honolulu census-designated place in 1980 had a population of 365,048.

Source: Bureau of the Census, United States Department of Commerce.

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THIS WEEK'S FORUM: PAGE 32

LAST YEAR

From the President's declaration last August that a teacher would be the first private citizen to fly in space to this week's report that total school enrollment is up for the first time in 13 years, the year has been an eventful one in education. In this issue, Education Week includes a 20-page index of all the developments—including nearly 8,000 listings.

See Page 9.

NEXT YEAR

Hundreds of education groups have planned thousands of meetings for 1985-86. To help you set your schedule for the year, Education Week will include in next week's issue a special pullout calendar, listing events by date and sponsor.

See Issue 1, Vol. V.

EDUCATION WEEK

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Court Tests Seen On Chapter 2 Aid To Church Schools

By James Hertling

The U. S. Supreme Court decision that barred publicly paid teachers from parochial-school classrooms jeopardizes other federal programs that finance instruction in religious schools, lawyers and educators say.

"It is only a matter of time before all federal programs on private-school premises are challenged," the Council of Great City Schools, a coalition of 35 of the biggest school districts, recently advised its members.

The program believed to be in the most immediate jeopardy is Chapter 2 of the Education Consolidation and Improvement Act of 1981, which authorizes $500 million for education block grants to states, about 15 percent of which flows to students in nonpublic schools.

The Supreme Court has upheld public aid for certain services, such as transportation and textbooks, that directly benefit religious-school students but not the schools per se. But experts say block grants provide unrestricted money to private schools that underwrites the type of instructional aid invalidated by the Court's July 1 decision in *Aguilar* v. *Felton*.

The federal special- and bilingual-education programs also permit instruction in private religious schools and could be challenged in the courts. But experts say these programs are less vulnerable than Chapter 2.

Continued on Page 7

Mastery Learning

Teachers receive training about mastery learning in Red Bank, N. J., schools.

Proponents of Mastery Learning Defend Method After Its Rejection by Chicago

By Lynn Olson

Despite the decision of the Chicago Board of Education this month to stop requiring the use of a mastery-learning program to teach reading in the public schools, proponents of the method say it is "stronger than ever."

They blame the school system's withdrawal from a mastery-learning approach on everything from poor program design to weak implementation to local politics.

The decision has elicited strong reactions across the country. Chicago was one of the largest school systems in the nation to require a mastery-learning approach and one of the first to embrace the concept wholeheartedly.

In 1980, a conference sponsored by the National Institute of Education to highlight promising curriculum practices chose the Chicago Mastery Learning Reading program (C.M.L.R.) as one of 13 model programs. In 1981, the education reporter Robert Benjamin devoted a chapter of his book *Making Schools Work* to the Chicago program, predicting that mastery learning would become "the fastest growing education trend of the 1980's."

'Healthier Than Ever'

Today, mastery learning is "alive and well and probably healthier than it's ever been," according to one of the concept's earliest proponents, James H. Block, professor of education at the University of California-Santa Barbara.

Some 50 million children around the globe are taught using a mastery-learning approach, according to the University of Chicago education theorist Benjamin S. Bloom, who is often cited as the father of mastery learning. Mr. Block said he did not know of any major urban school system in the United States that had not adopted some kind of mastery-learning program.

The Network of Outcome-Based Schools, created in the winter of 1980 to promote the mastery-learning concept, now has 1,700 dues-paying members. William G. Spady, executive director of the network and director of the Far West Laboratory for Educational Research and Development, said

Continued on Page 30

G.M.'s Tax-Cut Effort Gains in Michigan

By J. R. Sirkin

As part of a statewide campaign to reduce its tax load by $50 million, the General Motors Corporation has so far persuaded four Michigan communities to lower their assessments on G.M. plants, reducing local funds available to schools in those areas.

G.M.'s tax-cutting campaign follows a similar effort by the Ford Motor Company to reduce its property taxes in Dearborn. If successful, it could force the state to increase aid to the districts involved or lead to a reduction in aid to other districts and the elimination of programs. An increase in local taxes is a third possibility.

"It's a big threat," said Katherine Strauss, associate executive director for state/federal relations with the Michigan Association of School Boards. "We face the erosion of our property-tax base if this catches on, if it goes beyond G.M., which it already has started to do." She said other firms seeking reduced assessments include the Xerox and Burroughs corporations.

$800-Million Cut

G.M., which is headquartered in Detroit, has plants throughout the state.

The auto maker is seeking $800 million in reduced assessments on plants in 17 communities, many of which include more than one school district. That would cut the company's tax load on real property—buildings and grounds—by nearly half, or about $50-

Continued on Page 29

Enrollment's Up! Survey Sees End Of 13-Year Slide

Baby Boomer Babies Will Swell Classes Till 1990's

By Alina Tugend

WASHINGTON—For the first time in 13 years, total enrollment in the nation's private and public elementary and secondary schools is expected to increase this fall, according to the Education Department's annual "back-to-school" forecast.

The rise in total enrollment—which will reach 44.68 million, up slightly from 44.63 million last year—will reverse a steady downward trend that began in 1971, according to the National Center for Education Statistics, which produced the forecast from data provided by state departments of education. The information was released last week.

According to the report, the enrollment increase will occur primarily at the nursery-school and kindergarten levels, where enrollment is expected to rise from 3.7 million in 1984 to 3.8 million this fall.

Continued on Page 29

Anti-Apartheid Moves Affecting Educators Grow

By Sheppard Ranbom

The board of education of the nation's second-largest school district is expected this week to begin discussing a policy move that would show its opposition to apartheid—the South African government's increasingly controversial system of racial separation.

If the proposed policy is adopted, Los Angeles would join the at least two other school districts, eight states, 30 cities, and 50 colleges and universities that have already adopted official policies opposing apartheid.

In general, the policies call for the divestiture of stock in corporations that do business in South Africa—including millions of dollars in teacher-retirement funds invested in such stocks—and prohibitions against doing business with corporations that operate in South Africa.

The proposal before the Los Angeles

Continued on Page 29

IN SUMMARY

Schools Lose Round Two
A second federal jury has ruled that two former asbestos manufacturers cannot be compelled to pay for the cost of removing the substance from public schools. **Story on Page 4.**

Yes, No, and Undecided
Although support for nonpublic schools has increased, the concept of vouchers is less favored than it was last year, according to the 17th annual Gallup poll on the public schools. **Story on Page 4.**

The Highest Budget Item
More than a third of aggregate state general funds will be spent on precollegiate education in the coming year, according to a survey of the states' fiscal health. **Story on Page 4.**

The Computer Era: Phase 2
A third of the nation's students and a fourth of its teachers now have access to more than a million computers and are expanding their instructional uses, according to a new survey. **Story on Page 5.**

Eminently Suitable
An 11th-grade New Jersey girl has become a media celebrity after a state judge ruled that she must be allowed to play for the all-male North Hunterdon High School football team. **Story on Page 6.**

Charitable Giving
Voluntary giving to independent schools increased by some 6.6 percent between 1982-83 and 1983-84, for a total of $280 million—an average of about $621,000 per school. **Story on Page 6.**

Bigger Budgets, Smaller Classes
Michigan and Oklahoma ended their legislative sessions by significantly increasing funding for public schools and approving programs to reduce class size. **Story on Page 6.**

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"How to Kill a Writer," National Council of Teachers of English.
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THE WEEK

FEDERAL

Programs for Children Are Cost-Effective, House Panel Reports

Federal programs designed to improve the health and education of children have saved taxpayers millions of dollars in the long run, a new report by the House Select Committee on Children, Youth, and Families concludes.

The report synthesizes existing research on eight programs initiated during the Great Society era, including Chapter 1 aid to disadvantaged children, Head Start, the Education for All Handicapped Children Act, and the Job Corps. According to the committee, the research "demonstrates the proven success and cost-effectiveness" of federal efforts to help impoverished children.

"The fact is that we already know enough to use public policy to benefit children, and to do so in a way that returns funds to the federal treasury," the committee said. "We have not, however, reached millions of the children who are eligible for, and could benefit from, these programs."

Most of the programs included in the study have been targeted at various times by the Reagan Administration for budget reductions, conversion to block grants, or outright elimination.

Tax-Reform Plans Rated Pro-Family

Each of three major tax-reform proposals before the Congress would benefit families with children, but low- and middle-income families with child-care expenses are better off under current law, according to a new report.

The study, conducted by the House Select Committee on Children, Youth, and Families, analyzes the impact of tax reform on seven types of families.

According to the study, the Reagan Administration plan, rates as most favorable to families with children overall, and is most fair to low-income families, while a plan sponsored by Senator Bill Bradley and Representative Richard A. Gephardt, both Democrats, is fairest to average-income families and married couples in general. Large families, single-parent families, and families with two earners would benefit most from a plan sponsored by Republican lawmakers Jack F. Kemp and Bob Kasten.

But according to the study, "each proposal is worse than current law in providing support for average- and low-income families using child care," with the result that "most families using child care will have fewer resources to meet this expense."

Current tax law, however, was rated least equitable for families overall. According to the report, the average American family with children pays more than $7,000 in taxes each year, more than half of which goes to the federal government.

NATIONAL

Social-Studies Group Seeks Membership In Accrediting Body

The National Council for the Social Studies has asked to join the organization that accredits teacher-education programs in the nation's colleges and universities.

The academic group's 20-member board of directors had voted in June to seek membership on the National Council for Accreditation of Teacher Education.

"Previously, we did not feel that NCATE was representing the interests of the social studies in general," said John H. Bragaw, president of the N.C.S.S. "But we feel that NCATE has re-analyzed itself and reorganized itself along lines that we feel are better."

Last spring, NCATE approved a set of tough new accreditation standards and is currently overhauling its governance structure. The 21,000-member N.C.S.S. recently developed its own set of guidelines for teacher-education programs and has asked, as a condition of its membership, to have them incorporated into NCATE's standards, Mr. Bragaw said.

Eight of the 14 subject-area groups that are currently members of the accrediting group have their standards recognized, said Richard C. Kunkel, NCATE's executive director. The membership request will be considered by NCATE's coordinating board at its next meeting in October, he said.

Correction

Due to a production error, the headlines above the excerpts of the texts of the two U. S. Supreme Court decisions in the Aug. 21 edition were transposed.

Federal Judge Grants Injunction Barring Use of Test Items

A federal judge has barred a firm that prepares students for the Scholastic Aptitude Test from using on its practice examinations copyrighted questions currently in use by the Educational Testing Service.

The temporary injunction prevents a New York test-coaching firm, Princeton Review, from using questions obtained from copyrighted tests or from sending representatives to take the tests to obtain more questions.

"This is not an issue of whether or not coaching is effective—the issue is fairness," said Robert J. Solomon, executive vice-president of E.T.S.

He said that if some students have unauthorized access to "secure," or currently used, questions they have an unfair advantage over other students taking the test.

But John S. Katzman, president of Princeton Review, said the test questions were "neither illegally obtained nor copied." He said Princeton Review would file a countersuit against the testing service within the next few weeks.

The judge also signed a consent decree in which Pre-Test Review, a Philadelphia coaching firm named in the E.T.S. suit, agreed that it would not infringe on any E.T.S. copyrights.

STATES

Home-Schooling Advocates Released From Alabama Jail

An Alabama couple who had been jailed for 18 weeks for hiding their children from state juvenile-justice authorities was released last week.

Edmund and Sharon Pangelinan were released after Morgan County District Judge David Bibb ruled that their children, whom the couple removed from the Decatur City Schools on religious grounds in 1983 and kept in hiding in Tennessee, could not be considered "unsupervised, truant, and out of control" under Alabama law at the time the state filed its truancy suit, according to A. Eric Johnston, the couple's lawyer.

Following that ruling, a circuit-court judge released the Pangelinans from the Morgan County Jail.

According to Mr. Johnston, the children have been living with a family in Tennessee, where compulsory-education statutes are more lenient in allowing for home schooling. While the Pangelinans were in jail, a Tennessee juvenile court granted temporary custody of their children to Steve and Lydia Saunders, who have been educating the children at home.

The Pangelinans had been convicted of contributing to the delinquency of minors under state compulsory-education laws. A later appeal before a jury had failed to overturn the conviction, Mr. Johnston said.

TEACHERS

If elementary and secondary schools are to compete for talented teachers in shortage areas, salary schedules must be modified to allow for differential pay rates, according to the research of Louis Woo, a postdoctoral fellow at Stanford University's Institute for Research on Educational Finance and Governance.

Mr. Woo bases his conclusion on an examination of the faculty-recruitment methods used by colleges and universities.

"Colleges and universities try to compete for scarce talent by providing salaries and other benefits that are tailored to meet their staffing needs," Mr. Woo states in his research paper. He found, for example, that colleges often bring in new assistant professors in shortage areas at a higher step of the salary schedule than that of current faculty members of the same rank.

"It seems pertinent for stakeholders in elementary and secondary schools to recognize the principle of differential salary in order to compete with the general market for talent in areas of shortage," Mr. Woo says.

□

The Congress should establish a national commission to examine issues related to the supply of and demand for teachers, Willis D. Hawley, dean of Vanderbilt University's college of education, said last month in a hearing before the Subcommittee on Postsecondary Education of the U. S. House of Representatives.

"Unless the causes of the shortages of qualified teachers are addressed," Mr. Hawley said, "all educational reforms will have little impact and the promise of a quality education for all of the nation's children will become empty rhetoric."

He told the subcommittee that a national commission should examine the nature of the teacher shortage; identify criteria for judging strategies to relieve the shortage; and specify a range of alternative policies that address the issue.

□

Since 1983, 27 states have adopted career-ladder plans, according to the most recent report of the Southern Regional Education Board's Career Ladder Clearinghouse. They are: Alabama, Arizona, Arkansas, California, Colorado, Delaware, Florida, Georgia, Idaho, Indiana, Louisiana, Kentucky, Maine, Maryland, Mississippi, Missouri, New Jersey, New Mexico, North Carolina, South Carolina, South Dakota, Tennessee, Texas, Utah, Virginia, West Virginia, and Wisconsin.

□

Although nearly 75 percent of the teachers polled in a recent nationwide survey would advise a young person interested in teaching to pursue that career, 51 percent would do so "with major reservations."

Of the 1,346 teachers polled by the Educational Research Service in Arlington, Va., about 25 percent said they would recommend teaching without reservations; 22 percent said they would advise students against teaching. Forty-four percent said the status of their profession had declined in the last five years; 24 percent said it was improving; 30 percent saw no change. —C.C.

Michigan, Oklahoma Vote Hefty Raises in School Aid

Following are summaries of how education measures fared in states that have concluded their current legislative sessions.

MICHIGAN

Gov. James J. Blanchard has signed legislation that boosts the upcoming fiscal year's appropriation for state aid to school districts by nearly 12 percent over current funding levels.

Overall, funding for programs administered by the state department of education in the fiscal year that begins Oct. 1 will total $2.5 billion. The largest single line item in the bill—$1.8 billion—was earmarked for general and categorical state aid, which is distributed to districts on the basis of a formula that takes into account local property values, property-tax rates, and student enrollments.

The budget measure approved by lawmakers last month increased state aid to districts by $192.2 million over the amount appropriated for the 1984-85 school year, according to Phillip E. Runkel, state superintendent of public instruction. It also marked the third consecutive year of double-digit increases in education aid following three years of reductions during the recession.

According to the state education department, the $1.8-million aid appropriation includes $146.8 million for special education, $95.6 million for transportation, $27.8 million for remedial reading and mathematics programs, and $26.5 million for vocational education.

Also approved by the legislature were two measures designed to entice districts to raise academic standards and reduce class sizes.

The legislature also approved: $1-million for pilot programs designed to identify preschool children with learning disabilities, $1.2 million in grants to districts for programs to curb violence and vandalism, and $595 million for public-school employee retirement.

Earlier this summer, the House defeated a measure stipulating that children must be age 5 by Sept. 1 of the year in which they enter kindergarten. The bill previously had been approved by the Senate.

Still pending in legislative committees are measures that would extend the school year to 200 days and speed up the planned reduction of the income-tax rate from 6 percent to 4.6 percent next year. Education officials said the proposed tax rollback would have no effect on funding for education programs.

OKLAHOMA

Gov. George Nigh has signed into law an education-reform package that provides a 20 percent increase in overall spending for elementary and secondary schools, a $2,000 raise for the state's teachers, and a $3,000 raise in the current minimum teacher salary of $12,000.

"This is a great day for education," Governor Nigh said as he signed the legislation. "I think it's a great day for the future of Oklahoma."

The legislature appropriated $853 million for elementary and secondary education, $142 million above last year's budget figure, according to John M. Folks, the state superintendent of schools. Postsecondary education received $425-million, an increase of $58 million, and vocational programs received $7 million more this year than last year's $49-million appropriation.

In the budget, lawmakers provided $6.5 million for reducing class sizes; $5 million for textbooks; $2.5-million for libraries; $1.6 million for computers; and additional funding for the state's early-childhood-development program and small-school cooperatives.

Along with the funding increases, the legislature adopted the Education Improvement Act of 1985. The act requires class sizes in grades 1-3 to be reduced from 24 to 20 pupils by 1989-90; norm-referenced, standardized testing for students in grades 3, 7, and 10; and mandatory annual teacher evaluations.

Coordinated by Anne Bridgman, with reporting by Cindy Currence and Tom Mirga.

Jersey Girl Gridder Wins Jersey

By Susan Hooper

An 11th-grade girl in Annandale, N. J., will suit up for high-school football practice this week, following a state administrative-law judge's temporary ruling allowing her to play on an all-male team.

The decision of Elizabeth Balsley, 15, to take on the North Hunterdon Regional High School District has brought her a measure of celebrity, not only in local but in national news media.

Her struggle has also caused Superintendent of Schools Robert Neumann to spend a full "three or four days" on the phone with reporters curious about the district's original decision to deny Ms. Balsley a chance to play for the North Hunterdon High Lions.

To some who follow high-school sports issues, however, what is perplexing about the case is that so much is being made of it.

"I'm frankly surprised that anyone can get their picture in the paper anymore for having a girl on a boy's team," said Richard Schindler, assistant director of the National Federation of State High School Associations, in Kansas City, Mo.

Mr. Schindler, who works on football issues for the federation, points out that "over the years, when it's been tested, the courts have said you have to allow girls to play if they want to play."

Currently, a total of eight girls nationwide play on high-school football teams, according to a 1984 survey of high-school sports teams conducted by the federation. Its 1983 survey listed 13 girls as football players.

The 1984 survey also found six girl wrestlers, 38 girls playing ice hockey, and 145 girls playing on high-school baseball teams.

Precedents Cited

Legal opinion is not undivided on the subject of affording girls the opportunity to participate in traditionally all-male school sports. Thomas Jones, executive director of the National Organization for Legal Problems in Education, pointed to a 1982 federal-court case in Illinois in which an ll-year-old girl was denied the right to try out for a boys' basketball team.

"But, generally, it goes the other way," said Mr. Schindler of the sports federation.

James Granello, the lawyer for the North Hunterdon school district, said officials had denied Ms. Balsley's request out of concern for her "physical well-being," because the district provides a "comparable sports program for girls," and because state education regulations "do not mandate that every particular sport be offered to every boy and girl."

Ms. Balsley's lawyer, Anne McHugh, argued that the school district's position violated both the equal-protection clause of the 14th Amendment and state statutes against discrimination in public education.

In an Aug. 20 preliminary decision, Daniel McKeown, the state administrative law judge, sided with Ms. Balsley. Because "no reason was afforded the petitioner" as to why she could not play on the team, "consequently the inference is extremely strong that the sole reason is because of her sex," he wrote.

Hearing Expected

Judge McKeown's ruling is expected to be followed by a full hearing on the issue Sept. 9.

Mr. Schindler, whose organization takes no official position on the matter, said he thinks that "if somebody wants to play, and they think football is their game, and they want to try out for the team, more power to them." With regard to the question of women's fitness for the sport, he noted, 'We've got boys who probably ought not to play."

Giving to Independent Schools Increases

Voluntary giving to independent schools rose between 1982 and 1984, according to the latest joint survey of the National Association of Independent Schools and the Council for Financial Aid to Education. The 451 schools participating in the 1983-84 survey reported gifts totaling $280 million, or an average of $621,000 per school. In the 1982-83 survey, 480 schools reported gifts totaling $276,000.

Among a core group of 371 schools that participated in both surveys, annual support increased by an average of 6.6 percent. The totals represented growth in the proportion of gifts by alumni and other friends (from 70 to 75.5 percent) and a slight decline in the proportion of foundation and corporate donations.

The complete report, Voluntary Support of Education, 1983-84, *is available for $20, prepaid, from C.F.A.E., 680 Fifth Ave., 8th floor, New York, N.Y. 10019.*

The 10 independent schools reporting the highest combined totals of annual and capital giving:

Phillips Academy, Mass.	$4,957,000
Phillips Exeter Academy, N.H.	4,613,000
The Culver Academies, Ind.	4,472,000
St. Paul School, N.H.	4,348,000
The Lawrenceville School, N.J.	4,146,000
The Hotchkiss School. Conn.	3,623,000
Choate Rosemary Hall, Conn.	3,505,000
Woodberry Forest School, Va.	3,155,000
The Kiskiminetas Springs School, Pa.	2,889,000
Deerfield Academy, Mass.	2,814,000

The top 10 in corporate support:

The American School, Japan	$804,000
The Blake Schools, Minn.	417,000
The Leelanau School, Mich.	313,000
Forsyth Country Day School, N.C.	303,000
Punahou School, Hawaii	283,000
Phillips Academy, Mass.	256,000
Phillips Exeter Academy, N.H.	238,000
The Culver Academies, Ind.	187,000
Choate Rosemary Hall, Conn.	186,000
Marine Military Academy, Tex.	179,000

The top 10 day/boarding schools reporting the highest totals of alumni giving to the annual fund:

Regis High School, N.Y.	$482,000
Milton Academy, Mass.	427,000
University High School, Ohio	369,000
Punahou School, Hawaii	366,000
The Baylor School, Tenn.	323,000
The Kinkaid School, Tex.	291,000
The Loomis Chaffee School, Conn.	282,000
The McCallie School, Tenn.	279,000
St. Ignatius High School, Ohio	245,000
University Liggett School, Mich.	242,000

The top 10 boarding/day schools reporting the highest totals of alumni giving to the annual fund:

Phillips Exeter Academy, N.H.	$1,397,000
Phillips Academy, Mass.	1,379,000
Deerfield Academy, Mass.	1,057,000
The Hotchkiss School, Conn.	908,000
The Lawrenceville School, N.J.	899,000
Choate Rosemary Hall, Conn.	719,000
The Taft School, Conn.	661,000
The Hill School, Pa.	630,000
Northfield Mount Hermon School, Mass.	629,000
St. Paul's School, N.H.	562,000

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THIS WEEK'S FORUM: PAGE 18

REFORMS

A majority of the nation's teachers, saying that they were not consulted in the school-reform initiatives enacted by their states, report that the reforms do not reflect their views and do not benefit teachers, a new poll has found.

See Page 6.

RESEARCH

The educators and organizations asked to help the National Center for Education Statistics develop a research agenda for the rest of the century have recommended a major new longitudinal study of preschool children.

See Page 10.

RECOGNITION

New Jersey has adopted a law that establishes an $18,500 minimum-teacher-salary level—one of the highest in the nation—and sets up a program to provide $1,000 grants to selected teachers to be used for instructional purposes.

See Page 5.

EDUCATION WEEK

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Bennett Advises States To Review Church-School Aid

By James Hertling

WASHINGTON—States and districts "should carefully review" their Chapter 2-financed instructional aid in religious schools in relation to the U.S. Supreme Court's decision barring Chapter 1 remedial teachers from those schools, Secretary of Education William J. Bennett told the chief state school officers last week.

In a letter to the chiefs, he stated, "In the case of instructional services provided on private-school premises under Chapter 2, state and local officials should carefully review these instructional services in light of the *Felton* decision to determine whether they are so similar to those at issue in *Felton* as to require modification."

But Mr. Bennett said the Education Department would continue to allow districts to purchase equipment and materials with Chapter 2 block-grant funds for use in sectarian schools. He also said the Court's decision in *Aguilar* v. *Felton* does not necessarily apply to other federal programs in religious schools, notably special-education

Continued on Page 12

WE NEED
RESPECT
FOR OUR
PROFESSIONAL
ABILITY

JIMI LOTT / SEATTLE TIMES

ON STRIKE: A teacher pickets outside an administration building in Seattle as a walkout there entered its second week. Strikes also continued in Michigan and Rhode Island, and a walkout was averted in Buffalo. See story on Page 11.

House Panel Grills E.D. Rights Chief On Enforcement

Singleton Defends Efforts, Study of Dropping Reviews

By Alina Tugend

WASHINGTON—The Education Department's top civil-rights official told a House subcommittee last week that he has asked his staff to consider ending compliance reviews at schools and colleges, but he acknowledged that he may not have the legal authority to do so.

"It's not inappropriate to ask the question," said Harry M. Singleton, the department's assistant secretary for civil rights. His comments came in the course of a three-hour grilling by Representative Ted Weiss, Democrat of New York and chairman of the House Subcommittee on Intergovernmental Relations and Human Resources, which oversees the relationship of federal agencies to state and local governments.

The hearing, the second of two oversight hearings, focused on a number of issues surrounding the enforcement efforts of the de-

Continued on Page 12

California Measures Promote Teaching of 'Standard English'

By Susan Hooper

Responding to pressure from parents and community leaders concerned that minority students are not getting jobs because they cannot speak standard English, both houses of the California legislature last week approved bills that would require districts to develop in-class programs to assist those students in improving their language skills.

Programs to instruct speakers of nonstandard English have been in place at the district level in many states for several years. But California may be the first state to pass legislation mandating the instruction, according to Chris Pipho, a senior information specialist for the Education Commission of the States.

The California legislation highlights what appears to be a growing concern that more emphasis on teaching standard English may be necessary with students who are speakers of nonstandard English. Recent research indicates, for example, that the oral language spoken in many black communities is becoming more divergent from standard English.

Studies by William Labov, professor of linguistics at the University of Pennsylvania, and colleagues document the widening gap and suggest that it is implicated in the serious academic difficulties experienced by many inner-city schoolchildren.

Such findings have helped reverse long-standing opposition among minority educators and parents to a school emphasis on standard-English skills. Now, although some educators still express reservations about classifying certain children as speakers of dialects and offering them special instruction, much of the impetus for the programs seems to be coming from minority communities themselves, especially black communities.

Continued on Page 15

Lotteries: 'Mega-Bucks' Promise Is Disputed

By J. R. Sirkin

Sold to voters last year as a new and potentially lucrative source of revenue for schools, the California State Lottery debuts next month amid growing uncertainty over its long-term impact on education spending in that state.

School-finance experts caution that while lotteries are providing a new source of revenue for all state services, education by no means reaps a bonanza as a result. Nonetheless, the publicity and legislative "earmarking" linking lottery earnings to school funding, the experts point out, may diminish the public's willingness to support vital school-related tax measures.

"I think the deceit takes the form that the lottery is sold as having a lot to do with education and it really doesn't," said Henry M. Levin, professor of education and economics at Stanford University.

In New York, state officials recently sought to counter the education-funding claims made for their lottery, saying it adds

Continued on Page 13

States Not Enforcing Rights in J.T.P.A., New Study Charges

By Alina Tugend

WASHINGTON—The Labor Department's failure to monitor states' compliance with antidiscrimination laws regulating the major federal job-training program has resulted in "a virtual disappearance of civil-rights enforcement," according to a University of Chicago study.

Lacking federal oversight, a majority of the states have not even met the Labor Department's own guidelines for state civil-rights enforcement, such as recordkeeping, adequate grievance procedures, and compliance monitoring, the study charges.

The Job Training Partnership Act, the government's principal employment-training program, has enrolled an estimated 1.3-million unemployed young people and adults nationwide since its inception.

A draft of the study, completed under the direction of Gary Orfield, professor of political science at the university, also charges

Continued on Page 14

IN SUMMARY

Reaction to Reform
A majority of the nation's teachers report that they were not consulted in reforms enacted by their states and that those reforms do not reflect their views, according to a new poll. **Story on Page 6.**

A Boycott Based on Fear
Following a decision by New York City officials to allow a 2nd grader with AIDS to continue attending school, parents of 12,000 pupils kept their children home on the first day of classes. **Story on Page 8.**

Strikes and Settlements (Cont.)
Pontiac, Mich., teachers returned to school without a contract; strikes continued elsewhere in Michigan, in Seattle, and in Rhode Island; and a walkout was averted at the 11th hour in Buffalo. **Story on Page 8.**

Thumbs Down on Exit Test
An advisory panel to the Connecticut Board of Education—arguing that a high-school exit test would lead to a "narrowing" of the curriculum—has advised against it. **Story on Page 9.**

New Directions for Research
In a first step toward designing a new research agenda, the National Center for Education Statistics has gathered hundreds of suggestions from prominent researchers and organizations. **Story on Page 10.**

A Red-Letter Day
School officials around the country were pleased to hear from the Education Department that their districts had qualified for multi-million-dollar grants for magnet schools. **Story on Page 11.**

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THE WEEK

FEDERAL

Two House Bills Address Issue Of Youth Suicide

The federal government must use its resources to help stem the "alarming" rise in youth suicides, legislators and health experts told a House committee last week.

Witnesses testified before the House Education and Labor Committee on two bills, both aimed at informing the public about youth suicide and supplementing community and school suicide-prevention efforts.

About 6,000 young people between the ages of 15 and 24 committed suicide last year, according to national health statistics.

A bill (H R 1099) introduced by Representative Gary Ackerman, Democrat of New York, would authorize $10 million annually over a three-year period to help local education agencies design, organize, and operate suicide-prevention programs. No group or school board could receive more than $100,000 a year.

The second bill, H R 1894, introduced by Representative Tom Lantos, Democrat of California, would establish a national commission for the study of youth suicide and set up a program of grants for suicide-prevention programs to be administered by the Department of Health and Human Services. The bill calls for a total allocation of $31.5 million over three years.

Senate Hearings Begin on Renewing College-Aid Act

Senate hearings began last week on the reauthorization of the Higher Education Act of 1965, as the Education, Arts, and Humanities Subcommittee heard testimony from college presidents and from students and parents who have benefited from federal aid.

In an opening statement, the subcommittee chairman, Senator Robert T. Stafford, Republican of Vermont, said the twin aims of the federal government should be "access and choice" in higher education. In a recent newspaper interview, however, Undersecretary of Education Gary L. Bauer said federal programs should promote "access" but not necessarily "choice."

Senator Stafford has previously sparred over higher-education funding with Secretary of Education William J. Bennett, who has advocated deep cuts in the program. Mr. Bennett is expected to unveil his plan for new higher-education legislation—which is now being reviewed by the Office of Management and Budget—in testimony before the subcommittee next month.

Meanwhile, the House Postsecondary Education Subcommittee continues its hearings on the legislation—which will expire next September—and is expected to begin drafting a bill in coming weeks.

NATIONAL

Poll Finds Belief in Children's Accounts Of Sexual Abuse

Most Americans believe that children's descriptions of sexual abuse are credible, according to a nationwide poll conducted by the *Los Angeles Times*.

Seventy-nine percent of the poll's 2,627 respondents said they were "certain" that children under age 13 are capable of providing accurate accounts of abuse, even when the incidents recounted took place several years earlier.

The 100-question telephone survey, conducted last month, also provided, according to the newspaper, the first comprehensive picture of the extent of child abuse across the nation.

Among the findings:

- At least 22 percent of the respondents said they had been molested as children. Some 86 percent of those who had been molested said the public should believe children's accounts of abuse.
- Almost three-fourths of those surveyed by the newspaper approved of fingerprint checks and licenses for people who work with children; 43 percent recommended heavier punishment for offenders; and 41 percent suggested more public attention should be devoted to the problem. More than 60 percent of the respondents said current laws are inadequate.
- Most respondents said they favored long prison sentences for child abusers; 10 percent said the death penalty is appropriate.
- Although those polled overestimated the reported incidence of child sexual abuse in the country, they tended to think such crimes were not serious problems in their own communities.

STATES

Six-Hour Day Is Standard for Many Wisconsin Schools

A substantial portion of Wisconsin's public schools already comply with a recently passed state law requiring a minimum six-hour day, according to a survey by the Wisconsin Association of School Boards completed last month.

Ninety-eight percent of the 216 school-board presidents surveyed—representing about half of the school boards in the state—said their districts are already in compliance with the law, which will not go into effect until 1988.

The new law, passed in July, requires a six-hour school day (excluding lunch) for elementary schools and six and one-half hours for high schools.

The survey also found that 48 percent of the state's districts have a program to address the dropout problem and 24 percent have dropped or are considering dropping vocational-education courses from their curriculum.

Thirty-five percent of the board presidents said that complying with a new state law mandating the implementation of tougher high-school graduation standards has increased costs for their district.

N.C. To Study 'Optimal' Number Of School Systems

The North Carolina Board of Education has called for a study to determine the "optimal" number of public-school systems for the state. But some critics have vowed to oppose any legislation that would remove decisionmaking power from local districts.

"We have welcomed the study," said Eugene E. Causby, executive director of the North Carolina School Boards Association. "At the same time, we have reiterated our strong belief that school organization should remain, as it currently is, a local decision."

North Carolina has 100 counties and 141 local school systems, said Howard Maniloff, special assistant to the state superintendent of education. "There's been some interest in the legislature for several years in looking at whether we should have simply 100 county school systems in order to save money," he said.

The board noted in its resolution, which passed unanimously, that it has a responsibility to find the most "cost-efficient and effective" method of providing education to North Carolina's children, particularly in light of the state's new comprehensive school-reform law. The measure is expected to cost the state more than $200 million in the next two years and to take eight years to implement fully.

The study, to be presented to the board in March, most likely will result in an attempt in the next legis-

With 12, You Get Eggrolls?

Jane, June, and Janice Hruska, identical triplets from Ulysses, Neb., recently enrolled as freshmen at the University of Nebraska-Lincoln, making them the 10th, 11th, and 12th children from their family to attend college. Rita Marie, the 13th child, plans to enter the university next year.

Continued from Preceding Page

that public schools provide an adequate education, asserts Gershon M. Ratner, a lawyer with the U. S. Department of Housing and Urban Development.

"[The] recognition of the right to adequate education would directly improve the quality of education in basic skills, the most important objective of public education," writes Mr. Ratner, who previously worked in the U. S. Department of Health, Education, and Welfare. He cites as precedents school-finance suits in West Virginia (*Pauley* v. *West Virginia*) and Washington State (*Seattle School District No. 1* v. *State*).

Mr. Ratner argues that advances in effective-schools research—and examples of effective schools with large numbers of poor and minority children—make it possible to sue schools that have not embraced the principles of an effective school. He lists these principles common to effective schools: a strong principal, a clear instructional focus, an orderly environment, well-defined expectations for students, and frequent testing to gauge student achievement.

He rejects arguments that the cost of implementing these principles would be prohibitive and that suits against schools would lead to damage claims; instead, he argues, courts need order only "equitable remedies," not damages.

PEOPLE

The Cleveland Board of Education has voted unanimously to select **Ronald A. Boyd** as superintendent of the city's 75,000-student system.

The 44-year-old Mr. Boyd, whose negotiated contract was expected to be approved by the board late last week, replaces Frederick D. Holliday, the city's first black school superintendent, who committed suicide last January.

Mr. Boyd, who is also black, is expected to start work in early October. He is leaving a job with the 27,000-student Compton (Calif.) Unified School District, where he has served as deputy superintendent.

□

Senator Mark Hatfield, Republican of Oregon, has said that to ensure stable funding for education in his home state he will vote for a state sales tax appearing on the ballot in Oregon elections this week.

Senator Hatfield, the state's senior senator, has long opposed such a tax, but recently told Gov. Victor G. Atiyeh that his concern for education supersedes his opposition.

State lawmakers this summer referred the sales-tax proposal to voters; it is scheduled to appear on the Sept. 17 ballot and has the Governor's strong support.

The sales tax, if approved, would be the state's first and would provide as much as $700 million annually for elementary and secondary education.

□

Marilyn Russell Bittle, president of the California Teachers Association, an affiliate of the National Education Association, declined to attend a breakfast meeting with U. S. Secretary of Education William J. Bennett hosted earlier this month by the San Jose Board of Education. Mr. Bennett was in San Jose as part of his teaching trips to schools in eight cities this month.

Ms. Bittle refused the invitation as a way of showing her support for the San Jose Teachers Association, a C.T.A. affiliate now engaged in a contract dispute with the board, according to Denise M. Holt, a C.T.A. spokesman. The C.T.A. local picketed the meeting, she said.

Ms. Holt said local union officials had "taken offense" over a statement attributed to Loye W. Miller, Mr. Bennett's press secretary. Mr. Miller reportedly said that San Jose had been selected for the visit because of its "success in turning around a district torn by employee unrest and financial disaster."

"The truth of the matter," said Ms. Bittle, "is that labor relations with teachers in that district have deteriorated significantly."

□

H. Ross Perot, the Texas computer magnate who led that state's assertive school-reform commission, will be honored by the Winston Churchill Foundation of the United States, the group announced earlier this month.

The Winston Churchill Award, which Mr. Perot will receive next February, is given periodically to individuals who embody such Churchillian traits as "boldness, vigor, imagination, and courage," said John L. Loeb, president of the group.

Mr. Perot, who founded and is the chairman of Electronic Data Systems Corporation, organized and participated in a 1979 mission to rescue two of his employees held captive in Iran. Earlier, he had underwritten a plan to free American prisoners in Vietnam.

UPDATE

The parents of 11 students at the 68th Street School in Los Angeles have filed a $110-million claim against the Los Angeles Unified School District, charging officials with negligent hiring and retention, conspiracy, and intentional infliction of emotional distress in connection with a child-abuse case.

The claim is in response to allegations that school and district officials waited as long as a year before reporting to the appropriate authorities that they suspected a teacher at the school—Terry E. Bartholome—of molesting a number of his 3rd-grade students. (*See Education Week, Aug. 21, 1985.*)

Mr. Bartholome, who has pleaded not guilty to 30 felony counts and 15 misdemeanor counts, is being held on $200,000 bail. A pretrial hearing has been set for Sept. 19.

The school district has until Oct. 7 to review the claim and make a decision on what action to take, according to Eric G. Ferrer, a lawyer in the firm of Johnnie L. Cochran Jr., which is representing the parents. If the claim is rejected, Mr. Ferrer said, the parents will file suit.

Jerry Halverson, associate superintendent and general counsel for the district, said officials plan to reject the claim and will determine whether to negotiate or defend the suit once investigations by the grand jury and the school district are completed.

DATABANK

A Tally of Public Schools

The number of public schools nationwide declined slightly between fall 1982 and fall 1983, the National Center for Education Statistics reports. The net decrease amounted to 553 schools, or less than 1 percent.

Change in Number of Public Elementary and Secondary Schools, by Type

Type of School	Number of Schools		Difference	
	Fall 1982	Fall 1983	Number	Percent
Total	84,740	84,187	-553	-0.7
Regular	81,279	80,658	-621	-0.8
Special education	2,076	1,996	-80	-3.9
Vocational/technical	1,117	1,187	70	6.3
Other	268	346	78	29.1

Change in Number of Public Elementary and Secondary Schools, by Grade Span

Grade Span Range	Number of Schools		Difference	
	Fall 1982	Fall 1983	Number	Percent
Total	84,740	84,187	-553	-0.7
Grade span range Pk-8	60,827	60,273	-554	-0.9
Grade span range 9-12	12,076	12,070	-6	(*)
Grade span range with low grade in Pk-8 and high grade in 9-12	9,136	9,094	-42	-0.5
Ungraded	2,701	2,750	49	1.8

*Less than 0.05 percent.

Change in Number of Public Elementary and Secondary Schools, by State

State	Number of Schools		Difference	
	Fall 1982	Fall 1983	Number	Percent
Total	84,740	84,187	-553	-0.7
Alabama	1,347	1,359	12	0.9
Alaska	407	431	24	5.9
Arizona	889	878	-11	-1.2
Arkansas	1,180	1,172	-8	-0.7
California	7,403	7,403	0	0
Colorado	1,276	1,281	5	0.4
Connecticut	981	965	-16	-1.6
Delaware	160	163	3	1.9
District of Columbia	180	180	0	0
Florida	2,202	2,266	64	2.9
Georgia	1,778	1,777	-1	-0.1
Hawaii	232	231	-1	-0.4
Idaho	592	591	-1	-0.2
Illinois	4,450	4,360	-90	-2.0
Indiana	2,088	1,953	-135	-6.5
Iowa	1,743	1,721	-22	-1.3
Kansas	1,518	1,494	-24	-1.6
Kentucky	1,383	1,377	-6	-0.4
Louisiana	1,518	1,497	-21	-1.4
Maine	749	757	8	1.1
Maryland	1,265	1,226	-39	-3.1
Massachusetts	1,860	1,827	-33	-1.8
Michigan	3,804	3,804	0	0
Minnesota	1,695	1,675	-20	-1.2
Mississippi	889	887	-2	-0.2
Missouri	2,165	2,159	-6	-0.3
Montana	785	778	-7	-0.9
Nebraska	1,699	1,675	-24	-1.4
Nevada	296	296	0	0
New Hampshire	440	440	0	0
New Jersey	2,318	2,289	-29	-1.3
New Mexico	635	639	4	0.6
New York	3,976	3,962	-14	-0.4
North Carolina	2,012	1,994	-18	-0.9
North Dakota	663	663	0	0
Ohio	3,846	3,801	-45	-1.2
Oklahoma	1,865	1,876	11	0.6
Oregon	1,273	1,250	-23	-1.8
Pennsylvania	3,507	3,427	-80	-2.3
Rhode Island	289	283	-6	-2.1
South Carolina	1,132	1,127	-5	-0.4
South Dakota	709	735	26	3.7
Tennessee	1,725	1,700	-25	-1.4
Texas	5,645	5,699	54	1.0
Utah	701	683	-18	-2.6
Vermont	378	380	2	0.5
Virginia	1,816	1,814	-2	-0.1
Washington	1,723	1,706	-17	-1.0
West Virginia	1,128	1,118	-10	-0.9
Wisconsin	2,050	2,035	-15	-0.7
Wyoming	375	383	8	2.1

Source: National Center for Education Statistics

R4800-2A

TEXTS

Most of the history and social-science textbooks in the nation's public schools "ignore religion," fail to promote "family values," and demonstrate a "strong liberal" political bias, a federal study soon to be published contends.

See Page 10.

TESTS

In a successful first attempt to develop student test scores that are comparable on a state-by-state basis, the Southern Regional Education Board has found that reading skills of students in three Southern states are above the national average.

See Page 5.

AND TEACHERS

On the basis of a 50-state survey, the Council for Basic Education charges that monitoring of "out-of-field" teaching is almost nonexistent and that thousands of teachers work in areas in which they are neither trained nor certified.

See Page 6.

EDUCATION WEEK

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Justice's Probes of Schools Questioned

Sources See Little Proof To Back Reynolds's Claim

By Tom Mirga

WASHINGTON—The Justice Department's top civil-rights official disclosed in newspaper interviews on Sept. 20 that his office is broadening a four-year-old investigation to determine whether public schools have practiced discrimination by deliberately downgrading their curricula to enable higher percentages of minority students to graduate.

But Secretary of Education William J. Bennett and his immediate predecessor said two days later that they were completely unaware of the initiative, and one Education Department official last week described the incident as "a real foul-up."

In addition, former employees in the office of William Bradford Reynolds, the assistant attorney general for civil rights, said last week that they and their colleagues who remain in the office have seen no evidence that the new investigations are under way. Furthermore, they said that little, if any, action has been taken over the past four years with respect to the initial investigations.

Mr. Reynolds's comments to reporters from *The New York Times* and the *Los Angeles Times* also drew strong protests from public-school officials and civil-rights groups. And the comments thrust Mr. Reynolds back into the limelight just two months after he was denied a promotion by a Senate committee, in part due to allegations that he has attempted to weaken fed-

Continued on Page 12

WIDE WORLD

William Bradford Reynolds

Bilingual Policies Have Failed, Need Revisions, Bennett Says

By James Hertling

WASHINGTON—Asserting that federal bilingual-education efforts have failed to benefit non-English-speaking children, Secretary of Education William J. Bennett last week announced that he would propose regulatory and legislative changes to give school districts more flexibility in teaching such students.

"After 17 years of federal involvement, and after $1.7 billion in federal funding, we have no evidence that the children whom we sought to help—that the children who deserve our help—have benefited," Mr. Bennett said in a speech prepared for delivery in New York City to the Association for a Better New York, a group of civic leaders. His office released the text of his remarks.

Mr. Bennett, in his first policy statement on the issue, said Congressionally mandated restrictions on teaching methods have hampered effective bilingual instruction.

At a press conference here following the speech, Undersecretary Gary L. Bauer said the Reagan Administration may recommend more bilingual-education money if the Congress agrees to give districts flexibility in its use. "Flexibility and more resources could go hand in hand," he said.

Excerpts of speech, page 11

The program's budget this year is $173 million; the House Appropriations Committee has recommended a freeze in 1986.

The Congress last year for the first time authorized the use of federal funds for teaching methods other than transitional bilingual education—in which a student learns basic skills in his native language while studying the English language.

But lawmakers rejected an Administration proposal to eliminate the mandate for the transitional bilingual method and instead earmarked 4 percent of bilingual-ed-

Continued on Page 13

E.D. Enforces Handicapped-Aid Ceiling; Cuts Massachusetts Grant, Asks Refund

By Alina Tugend

WASHINGTON—For the first time in the history of the federal special-education law, Education Department officials have denied some funding to a state on the grounds that its "count" of handicapped pupils exceeds a limit specified by the law.

With no advance notification or publicity, the department has cut more than $1.5 million from Massachusetts' 1986 special-education grant—and is asking to be reimbursed for $676,256 granted in 1985—because it says the state's "child count" in both years exceeded a ceiling set a decade ago by drafters of P. L. 94-142, the Education for All Handicapped Children Act.

P. L. 94-142, which became law in 1975, specifies that the number of special-education students receiving federal aid in a state may not exceed 12 percent of that state's total 5- through 17-year-old population, even if the state's own special-education law covers a wider population.

But as federal officials pledged last week to continue the department's increased scrutiny of enrollments and population figures, officials in Massachusetts and elsewhere urged a re-examination of the law in light of the realities facing state special-education programs.

Massachusetts, they predicted, will soon be joined by other states whose expanding special-education populations are ineligible for federal aid.

According to Education Department figures, four states—Connecticut, Maine, Maryland, and New Jersey—have already reached the 11 percent mark.

States annually submit child-count figures to the Education Department's office of special education and rehabilitative services, where they are used to calculate the amount of money the state will receive for special-education grants under P. L. 94-142.

The fiscal-year 1986 grants were distrib-

Continued on Page 14

Where the Action Is

Education Lobbies Shift Focus to States

By Cindy Currence

WASHINGTON—Life changed this year for August W. Steinhilber, associate executive director and general counsel for the National School Boards Association.

In December, Mr. Steinhilber was the chief federal lobbyist for the N.S.B.A. A month later, with an expanded office, twice the staff, and an annual budget of more than $500,000, he became the head of a new N.S.B.A. unit called the Center for State Legislation and School Law.

"We came to the conclusion here that the action had shifted from the federal level to the state level," Mr. Steinhilber says.

With increasing frequency, education lobbyists here are finding that national education policy no longer emanates exclusively from Washington. And while some may lack the new title and staff Mr. Steinhilber has at his disposal, all have turned their attention and resources to new horizons.

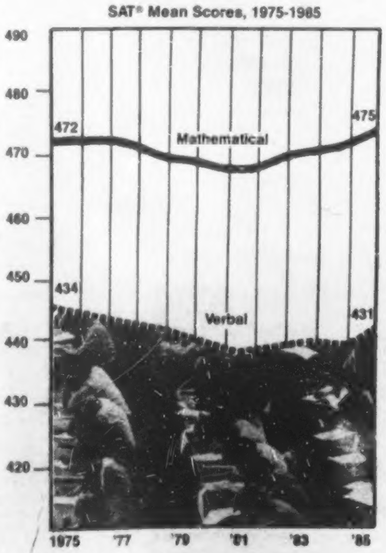
The shift of focus from Capitol Hill to the state capitals is a trend born of necessity as well as opportunity, say leaders of national education organizations.

They credit the current educational-reform movement—sparked by a federal report but led by state governors and legisla-

Continued on Page 15

Upward Surge

SAT® Mean Scores, 1975-1985



The jump in S.A.T. scores is the highest in 22 years. Story on page 5.

IN SUMMARY

Assessing the Whole Mission
The National Catholic Educational Association, in response to a survey of administrators, may establish a new accrediting agency for Roman Catholic schools. **Story on Page 4.**

Brouhaha Over Birth Control
The Chicago school board is embroiled in a controversy over whether it sanctioned distribution of birth-control devices by a school-based health clinic for students. **Story on Page 8.**

Making Progress
A survey by the Council of Great City Schools suggests that the reform movement has so far produced improved performance in the basic skills and better school attendance. **Story on Page 8.**

Too Good To Be True?
Faced with the threat of rising energy costs, school districts are turning to commercial energy-management firms that charge only a percentage of the savings that result from conservation measures. **Story on Page 9.**

Focusing on the Early Years
Two national studies are being initiated to examine preschool and elementary-level education and the effects that schooling and care in the early years have on later development. **Story on Page 9.**

Hopes Go Up in Smoke
An 8-cent federal cigarette tax, scheduled to expire this week, is likely to be renewed by the Congress, at the expense of states that acted last year to continue the tax on their own. **Story on Page 12.**

Leaner Loans
As part of a budget reconciliation measure, Congressional panels have moved to begin trimming $800 million over three years from the Guaranteed Student Loan Program. **Story on Page 13.**

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THE WEEK

FEDERAL

Chapter 2 Rules Omit 'High Cost' Requirement

The Education Department, noting its disagreement with a statement of Congressional intent, says it will not require states to earmark extra Chapter 2 block-grant money for "high cost" pupils.

New regulations for Chapter 2 contained in the Sept. 18 *Federal Register* mainly address questions of program administration, as required by technical amendments that were passed by the Congress in 1983.

In the report accompanying those amendments, the Congress stated its intent that "state Chapter 2 distribution formulas provide adjusted allocations to local educational agencies with only the greatest number or percentages of high-cost children, rather than allocations to L.E.A.'s with any number or percentage of such children."

Secretary of Education William J. Bennett, however, pointed out that this statement did not change the law but only indicated Congressional intent and that incorporating this change into regulations "would undermine the decisionmaking authority" of state officials, according to the *Federal Register* notice.

States may use 20 percent of their Chapter 2 money—$500 million this year—for administrative costs; the rest is distributed to L.E.A.'s based on a state-approved formula.

NATIONAL

Sex Bias Still Present In Public Schools, New Study Indicates

Girls in elementary school are still perceived more favorably, disciplined less harshly, and graded more generously than boys, but boys receive more attention, encouragement, and constructive criticism, according to a new report by the Project on Equal Educational Rights of the National Organization for Women.

The report, "Learning Her Place: Sex Bias in the Elementary Classroom," integrates a variety of earlier studies of elementary education with current data describing the treatment of females in the classroom. It notes, for example, that girls get 90 percent of their criticism from teachers on the "intellectual inadequacy" of their work, while boys are criticized half on intellectual content and half on form or style problems.

"Boys emerge from this environment ready to move ahead and surpass their female classmates," the report states, while girls are left with "nagging doubts" about their abilities even when they earn superior grades.

PEER also released a state-by-state survey of progress toward educational equity in four areas: women's and girls' participation in interscholastic sports, the number of women school administrators, the percentage of women teachers and supervisors of computer classes, and the movement toward sex equity in vocational education.

STATES

Washington Governor Names Panel on Education Funding

Gov. Booth Gardner of Washington has established an advisory council on education funding to develop an alternative to the state's school-finance system.

The Governor issued the executive order last month and named Orin Smith, the state budget director, to chair the panel. Other members include Frank Brouillet, state superintendent of schools, and several state legislators and members of the state board of education.

Under Washington's school-finance system, the state is responsible for providing 100 percent of the funds for basic K-12 education, according to Laird Harris, the Governor's chief policy aide and deputy director of the office of financial management.

Local districts are allowed to enact excess "enrichment" levies to raise additional funds for the public schools, Mr. Harris said. In their recent levies, however, school districts that enroll 80 percent of the state's schoolchildren have exceeded a state-imposed cap, raising more than an additional 10 percent above their state-aid allotment.

Because of the state's "severe" budget constraints, Mr. Harris explained, the legislature has enacted a law that suspends that limit for the next three years.

But he noted that it was understood when the bill was passed that there would be an effort to look at alternatives to the current system.

The advisory panel charged with that task has until Nov. 15, 1986, to report back to the Governor on how best to provide funding for schools. Mr. Harris predicted that the 1987 legislature will address the school-finance issue.

Utah Board Studies Mandating Preschool For Handicapped

The Utah Board of Education has directed its staff to study the concept of mandating preschool classes for handicapped children.

"Early intervention has been shown by research to be beneficial to handicapped children and our state has no mandate for that service," said Mae Taylor, a specialist in the state education department's special-education division.

An estimated 2,500 3- and 4-year-old handicapped children would be served by the proposal, Ms. Taylor said. A legislative subcommittee that considered such a measure last month said it would cost approximately $6.7 million in its first year.

The staff, which was directed to study testimony submitted for and against the proposed mandate, will be asked on Oct. 11 to recommend a level of funding for the program and to study whether the funding should be included in the education department's budget or in the budget of the department of social services.

It is likely that the legislature will consider bills on the mandate in January. A bill submitted to lawmakers last year without a funding component died in committee, according to Ms. Taylor.

Utah does not mandate preschool programs or kindergarten for nonhandicapped children. Handicapped children are required to begin school at age 5.

Changes Called for In Wyoming's Vocational Effort

Wyoming's current method of funding vocational-education programs needs retooling, suggests a report from the state department of education.

The funding system, which provides about twice as much state money for students in vocational-education programs as for regular students, "invites rearrangement of classes to earn extra funds," the researchers found.

Under the arrangement, school districts are required to spend their vocational-education money on students but not on programs per se. Consequently, said Audrey Cotherman, assistant state superintendent of public instruction, districts often spend some of the vocational funds they receive on other programs.

The report, mandated by the legislature in its 1984 session, recommends that lawmakers increase the amount of per-pupil spending on vocational education but that they revise the formula to ensure that the funds actually are spent on vocation-

9-Point Jump in S.A.T. Scores Is Highest in 22 Years

Report Cites 'Disturbing' Drop in Number of Blacks Taking Test

By Lynn Olson

The average combined score of graduating high-school students on the Scholastic Aptitude Test, one of the two standardized examinations most often required for admission to the nation's colleges, jumped 9 points this year, the sharpest single-year gain since 1963, the College Board announced last week.

But the average composite score on the other major college-admissions test, the American College Testing Assessment, remained nearly stable, according to the American College Testing Program, which also released its 1985 test results last week.

At a press conference in New York City, College Board officials reported that the average scores on the S.A.T. rose 5 points on the verbal section, to 431, and 4 points on the mathematics section, to 475. The test is graded on a scale of 200 to 800.

The board also noted a "disturbing" decrease in the number of black students taking the examination, but said the decline did not affect overall test averages.

On the same day, the American College Testing Program announced from its headquarters in Iowa City, Iowa, that the average A.C.T. composite score rose 0.1 percentage points, from 18.5 to 18.6. The assessment, graded on a scale of 1 to 36, includes tests in English, mathematics, natural sciences, and social studies.

Each examination was taken by approximately 1 million students in the high-school graduating class of 1985. Both included questionnaires from which such characteristics as college and career goals, grade-point average, and ethnic background were determined.

The A.C.T. primarily serves students and colleges in 28 states in the Midwest, South, and West, where many public colleges and universities require the test for admission. The S.A.T., an admissions tool for most private higher-education institutions, is used more extensively by students and colleges in the East and on the West Coast.

Reforms Paid Off

For the S.A.T., developed and administered by the Educational Testing Service, this year's gains mark the fourth consecutive year in which at least either the verbal or the mathematics scores have improved.

The four-year upswing follows a 17-year decline in S.A.T. scores from 1964 to 1980 and 1981, when they reached their lowest mark on record. With this year's scores, the combined average for the verbal and mathematics sections has now returned to its 1975 level.

George H. Hanford, president of the College Board, said the recent upward trend indicates that efforts to improve high-school education, begun in the mid-1970's and accelerated by recent education-reform initiatives, "have begun to pay off."

He said the upswing in test scores suggests not only that "instruction in the schools has been improving," but also that "high-school students are giving greater attention to academic study."

This year's test gains, Mr. Hanford noted, occurred even though the number taking the S.A.T. increased by more than 12,600, a factor that would normally tend to lower average scores.

'Broader Phenomenon' Seen

Frank B. Womer, professor of education at the University of Michigan and director of the Michigan School Testing Service, agreed that the increase in S.A.T. scores represents "more than a modest gain."

Because it follows a smaller series of increases over the past several years, Mr. Womer said, it probably represents "a general turnaround in certain levels of abilities among students."

But he advised caution in analyzing the trend. "I don't think we can credit all of this automatically to schools, any more than I thought the schools were to blame automatically when scores were going down," said Mr. Womer. "I think this represents a much broader phenomenon in society, that educational excellence is more respected now than it was for a period of time."

Changes Insignificant

In contrast, the A.C.T.'s vice president of public affairs, David S. Crockett, said changes in A.C.T. scores have not been highly significant.

"We're obviously pleased that the scores are heading in the right direction," he said, "but I would not dance in the streets saying it's a sign that the reformation has been success-

Continued on Page 16

Southern Pupils' Test Scores Top U.S. Average

By Lynn Olson

The reading abilities of 11th graders in Florida, Tennessee, and Virginia are above the national average for their age group, according to data released by the Southern Regional Education Board last week.

The results, announced at an S.R.E.B. conference in Austin, Tex., represent the first attempt by individual states to administer a test from the National Assessment of Educational Progress to a sample of their students in order to make national, regional, and state-by-state comparisons.

New York State and Wyoming also used the NAEP tests to assess the performance of students in their states for the first time this year.

The three Southern states tested a sample of 11th graders. New York State and Wyoming tested a sample of students in grades 4, 8, and 11.

Students in the two non-Southern states also performed above the national average for their age group.

The S.R.E.B. presented its 13-page report, "Measuring Student Achievement: Comparable Test Results for Participating Southern States, the South, and the Nation," to a group of legislators from 15 states that it has invited to participate in a similar assessment of 11th graders' reading and writing abilities next year.

In presenting the results, S.R.E.B. officials noted that state testing programs "almost by design" have made it impossible to compare student achievement from state to state.

"Of the many 'national tests,' no one is used by more than a few states in the nation," said Mark D. Musick, S.R.E.B.'s director of state services and information.

"Because different test forms are used at different grade levels at different times of the year to get scores reported in different ways, state comparisons for all practical purposes are impossible. The comparisons to 'national averages' on these tests are often to averages determined years ago and updated about once in every decade," said Mr. Musick.

The joint project between the Educational Testing Service, which administers NAEP, the S.R.E.B., and the three states proves that such national and state-by-state comparisons are "feasible," he said.

Varying Costs

To participate in the study, each of the three Southern states paid the E.T.S. some $25,000 to test a representative sample of more than 2,000 11th graders in 1983-84.

New York State tested approximately 17,000 students at a cost of $20,000. Wyoming tested some 3,800 students at a cost of $90,000, and spent another $10,000 on a testing advisory committee.

The differences in cost reflect variations in the ages and numbers of students sampled, the data collected, and the analyses conducted, according to Archie E. Lapointe, executive-director of NAEP. Wyoming, for example, conducted a complete assessment, measuring students' writing abilities as well as their reading skills, and tested students in three different grades.

Local districts in Wyoming also had the option of "piggy backing" onto the state assessment by conducting districtwide assessments of similar student skills.

Unlike most states, Wyoming currently does not have a statewide testing program and is hoping to use NAEP for that purpose, according to Lynn Simons, state superintendent of education.

Major Findings

Among the major findings from the five states:

- Black 11th graders in all three Southern states were reading at or above the average level of their peers across the nation; the Virginia average was significantly above the national average.
- Black students as a group scored significantly lower than white students in Florida, Tennessee, and Virginia. The differences were similar to the national gap between black and white test scores, with black 11th graders reading at only a slightly higher level than white 7th graders.
- Wyoming's 4th and 8th graders performed as well as their peers nationwide on the writing assessment, while 11th graders scored better than those nationwide.
- In Virginia, a significantly larger percentage of students were reading at the "adept" or "advanced" level than in the nation as a whole. These are the levels required for understanding high-school textbooks and for synthesizing and learning relatively complicated information.
- Students in all three Southern states answered correctly a significantly higher percentage of items having to do with literal and inferential comprehension and with study skills than did students across the country.
- Pupils in New York State scored better than their peers nationwide on 85 percent of the multiple-choice exercises and worse on 15 percent.
- Reading skills of children of working mothers in Wyoming were no different than those of students of nonworking mothers. They actually read slightly better, but the difference is not statistically significant, according to Ms. Simons.

Worthwhile Investment

Claude A. Sandy, director of testing for the Virginia Department of Education, said that the assessment was not "all that cheap," but that "it was probably worth it."

"We don't have any other testing program that we can conduct for $25,000," he said.

Thomas H. Fisher, director of student assessment in Florida, noted that the new sampling techniques developed by the E.T.S., in particular, have enabled the three Southern states to get information about the full spectrum of 11th graders from a relatively small number of students much less expensively than was formerly possible.

Testing directors were particularly pleased that NAEP provided more up-to-date and representative national norms than the states have had in the past.

"The important thing about this whole project was not so much what the actual results were," said Joyce R. McLarty, assistant commissioner for the Tennessee Department of Education, "but that it was possible for three states to drop their mutual defenses and, in essence, cooperate with one another to the point where we could make public test results."

Ms. McLarty said there was "a great deal of excitement" at the S.R.E.B. conference about the test results and that "quite a number of states have told me they're thinking of participating next year."

Future Plans

All three Southern states indicated that they will participate in the sample test of 11th graders in 1986, and are particularly interested in the writing assessment that will be given at that time.

New York State Commissioner of Education Gordon Ambach said his state will test 4th, 8th, and 11th graders this school year in the areas of computer competence, mathematics, reading, and science, and, in the 11th grade only, United States history and Western literature.

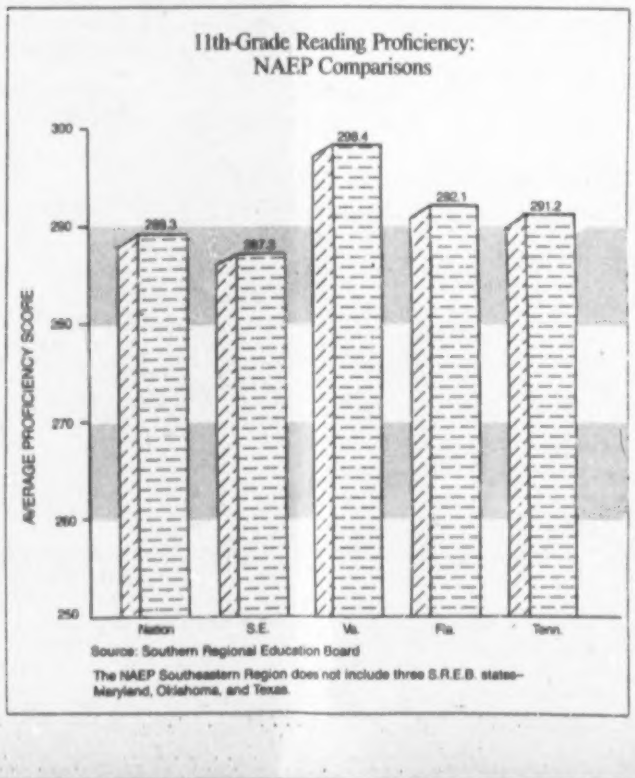
The Wyoming legislature has already approved funding for the state to test students in all three grades in computer science, math, reading, and science in 1986. The department of education has requested funding to participate in the 1988 NAEP assessment.

The Georgia legislature also has approved that state's participation in NAEP in 1986 as part of its education-reform act.

Massachusetts is planning to conduct a full-scale assessment of its own in 1986, using the NAEP test battery in mathematics, reading, and science. The assessment will test all students in grades 3, 7, and 11—some 180,000 youngsters—unlike the samples conducted in other states.

Except for school buildings with the smallest student populations, it should allow for comparisons on a school-by-school basis, as well as at the district, regional, state, and national levels, said Allan S. Hartman, director of the state education department's bureau of research and assessment.

The project, which will cost some $800,000, has been contracted out to a New Hampshire based testing firm. This past summer, the Massachusetts legislature passed a school-reform act mandating a statewide curriculum assessment.


11th-Grade Reading Proficiency: NAEP Comparisons

Source: Southern Regional Education Board

The NAEP Southeastern Region does not include three S.R.E.B. states—Maryland, Oklahoma, and Texas.

Jump in S.A.T.'s Highest in 22 Years; Math, Verbal Scores Both Up

Continued from Page 5

ful." A.C.T. scores have remained relatively stable for almost a decade, he noted, after declining steadily from 1970 to 1976.

But statistically, Mr. Crockett said, there is not much difference between the average gains recorded this year on the A.C.T. and the S.A.T.

"Their increase was a little over 1 percent and ours was a little less than half a percent," he said. "So theirs went up a little more than ours, but we're still not talking about huge differences."

The scoring changes in the four subjects measured by the A.C.T. varied. The average on the English section remained stable at 18.1, natural sciences rose from 21.0 to 21.2, and social studies rose from 17.4 to 17.5. The average mathematics score fell from 17.3 to 17.2.

Minority Participation

All minority groups and both sexes showed gains in S.A.T. scores this year, with the most dramatic gains among Puerto Rican students, whose average scores rose 10 points.

But the percentage of blacks taking the exam dropped from 9.1 percent of all test-takers in 1984 to 8.9 percent in 1985. The decline means that some 2,000 fewer black students took the S.A.T. last year, according to College Board officials.

"When this fall-off in numbers is coupled with other data we have gathered on the educational status of blacks," Mr. Hanford said, "the decline is disturbing."

In a study released earlier this year, "Equality and Excellence: The Educational Status of Black Americans," the board reported that college attendance and completion rates of blacks have dropped since 1975, despite the fact that their high-school graduation rates have improved over the past two decades.

Blacks also accounted for about 8.9 percent of A.C.T. test-takers last year. But that proportion has remained relatively constant for the A.C.T. since 1980. The average scores for blacks, according to A.C.T. officials, did not change significantly between 1984 and 1985.

Remaining Gap

On both tests, the average total scores for black students continued to trail those of all other ethnic groups. Their average on the S.A.T. was 346 on the verbal section and 376 on the mathematics section, compared with an average for whites of 449 on the verbal section and 491 on the math section.

The average for blacks on the A.C.T. was 13.3 on the English section and 9.9 on the math. For whites, it was 18.8 in English and 18.0 in math.

The percentage of minority students in general taking the S.A.T. climbed to an all-time high of 20 percent this year, primarily due to the greater number of Asian-American students taking the exam. But the percentage of minority participants remained about the same for the A.C.T.

Asian Americans continued to outperform other students in mathematics on both tests. Their average math score was 26 points higher than that of whites on the S.A.T. and 2.4 percentage points higher on the A.C.T.

Women—who accounted for about 52 percent of S.A.T. test-takers and 54 percent of A.C.T. test-takers—scored lower than men on both exams.

But results from the two tests were contradictory in verbal-skills assessments. On the S.A.T., men outperformed women on the verbal portion of the test, with average scores of 437 versus 425, but on the A.C.T. women outperformed men on the English section, with average scores of 18.6 versus 17.6.

Women lagged significantly behind men on the mathematics portions of both tests.

New Career Interests

From responses given on the accompanying questionnaires, both testing agencies noted substantial changes in the academic and career goals of women during the decade. In particular, women are expressing greater interest in business and commerce careers than in the mid-1970's, with the number of female test-takers considering business majors having tripled since 1973, according to the College Board.

And, said Robert G. Cameron, executive director of research and development for the College Board, "women have been reporting much greater increases in the study of math and the physical sciences than men, although men still take an average of one semester more of science and math than women."

The two testing agencies also confirmed that the number of students hoping to complete graduate study continues to rise. A.C.T. officials attributed part of this increase to a greater percentage of women expressing interest in professional degrees.

Twelve years ago, noted College Board officials, men were twice as likely as women to have professional-degree aspirations. But this difference, they said, has almost disappeared.

Student interest in education careers, Mr. Cameron said, increased slightly for the second consecutive year, to 4.7 percent, and the scores of students planning to major in education rose 6 points on the verbal section and 7 points on the math section.

The proportion of A.C.T. test-takers expressing interest in education majors—7 percent—was the same as that recorded in 1984.

Academic Press

Both A.C.T. and College Board officials said grade inflation, though more prevalent than 15 years ago, has begun to decline. The College Board's Mr. Hanford said the finding may suggest not only that grading standards have become more rigorous but that students are taking more academic courses.

For the ninth consecutive year, students taking the S.A.T. reported taking more courses than the previous year's seniors in each of six academic subject areas. Also, a greater number of students had taken honors courses and planned to apply for advanced-placement college credit in all subjects.

The A.C.T. tried to assess the impact of more rigorous course work on test performance, calculating the difference in the average test scores of students who had taken a "core" of academic courses—including four or more years of English, three or more years of mathematics, three or more years of natural sciences, and three or more years of social studies—and those who had not.

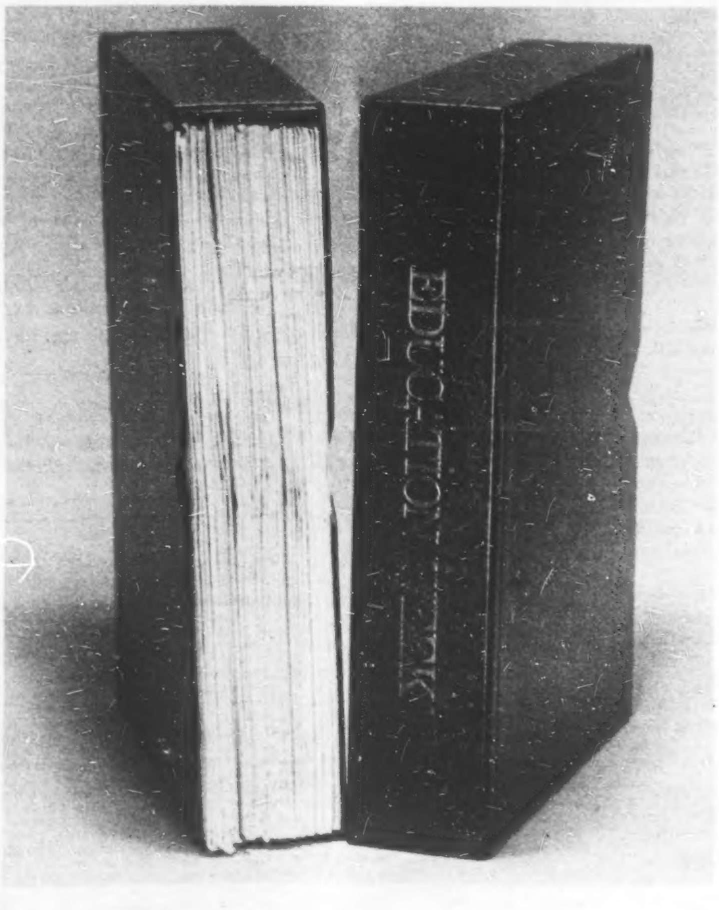
Students who had taken a "core" curriculum, the test officials found, performed significantly better in all four subject areas, with an average composite score of 21.0 versus 17.2. The largest performance gap between the two groups of students was in mathematics.

The A.C.T. also reported a statistical correlation between school size and test performance. Test-takers from very small and very large high schools, they said, did not fare as well as their peers. Those from schools with 199 or fewer students or 900 or more students scored below the national average on the A.C.T., while those from schools with 200 to 899 students scored above the national average.

Financial Data

The median family income reported by students taking the S.A.T. in 1985 rose by 6 percent, from $30,400 to $32,200. Median income of population groups ranged from a low of $17,100 for black families to a high of $34,700 for white families.

The College Board's college-scholarship service estimates that only 27 percent of test-takers' families are able to pay fully the average annual cost of education at public four-year institutions, and only 12 percent can fully afford the cost of private four-year colleges. These percentages may be underestimated because of students' inability to reflect adequately their families' assets, board officials said.



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